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ABSTRACT

After it was determined through equal employment opportunity (EEO) data that women and minority groups are underrepresented at all levels within the education specialist occupational series of civilian employees of the Navy, a study was conducted to design a program to encourage Navy managers to recruit, hire, develop, and promote women and minorities. The study centered on three areas: (1) reviewing command policies affecting EEO and affirmative action programs at all levels; (2) ascertaining the current status of EEO representation within these occupational areas; and (3) identifying specific barriers to achieving EEO objectives for the classification and assessing their impact on program design options. Through the study, six major problem areas were identified. These areas are conflict between command/activity missions and EEO goal attainment; decentralized locations of education specialists; lack of accountability for EEO goal achievement; competing government policies; competition with other employers; and inefficient use of civilian personnel offices. Based on the findings, a plan for encouraging managers and supervisors to hire, promote, and provide professional development to women and minority education specialists was developed. (Author/KC)

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Technical Report 126

IMPROVING EQUAL OPPORTUNITY AMONG EDUCATION SPECIALISTS IN THE NAVAL EDUCATION AND TRAINING COMMAND

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July 1982

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Current Equal Employment Opportunity (EEO) data indicate that women and minority ethnic groups are underrepresented at all levels within the Education Specialist (GS/GM-1710) occupational series.

The purpose of this study was to design a program to enhance conditions that will encourage Navy managers to recruit, hire, develop, and promote women and minorities.

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The study centered on three areas:

- reviewing command policies affecting EEO and Affirmative Action programs at all levels
- ascertaining the current status of EEO representation within the NAVEDTRACOM GS/GM-1710 community, as well as related commands and occupational series
- identifying specific barriers to achieving EEO objectives for GS/GM-1710 and assessing their impact on program design options.

Based on the findings, a plan for encouraging managers and supervisors to hire, promote, and provide professional development to women and minority education specialists was developed.

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EXECUTIVE SUMMARY

The Education Specialist (GS/GM-1710) occupational series is one of the largest civilian professional communities in the Naval Education and Training Command (NAVEDTRACOM). Current Equal Employment Opportunity (EEO) data indicate that women and minority ethnic groups are underrepresented at all levels within this community. The purpose of this study, undertaken at the request of the Navy's senior education specialist, was to design a program to enhance conditions that will encourage Navy managers to recruit, hire, develop, and promote women and minorities.

Recommendations for program design are predicated on information obtained in three major areas of concern. First, command policies affecting EEO and Affirmative Action programs at all levels were reviewed to affirm desired EEO objectives and to identify the boundaries in which the proposed plan would operate. Second, the current status of EEO representation within the NAVEDTRACOM GS/GM-1710 community, as well as related commands and occupational series, was ascertained to provide a starting point for plan design. Finally, barriers to achieving EEO objectives were identified or clarified and their impact on program design options was assessed.

The review of policy suggests that sufficient guidance for program enhancement exists within current EEO/Affirmative Action Program directives. Education specialists within NAVEDTRACOM are part of individual commands or activities distributed throughout the Navy and are subject to Navy policy through these commands or activities.

Available data demonstrate that women and minority group members are underrepresented within the NAVEDTRACOM 1710 community, particularly at senior grade levels GS/GM 13-15; underrepresentation is proportionally higher among minority groups. Of particular interest to design recommendations were data that showed most men in 1710 and related occupational series have a military background while most women do not. Also, men are both older and have more time in service than women. Among minority group members, only Blacks showed a majority with nonmilitary backgrounds; similarly, Blacks were the youngest of all minority groups. Among special groups, data show that graduates of the CNET Education Specialist Intern Program display higher percentages of both women and minority group members than was found in the 1710 community as a whole.

Barriers to EEO program enhancement were identified, classified, and consolidated to produce six major problem areas.

- Conflict between command/activity mission and EEO goal attainment. Many women and minority group members are perceived as less skilled or experienced for 1710 assignments, and skill/experience is essential to mission success. Part of this perception may be traced to a lack of previous military service. The root of this issue is one of individual credibility and, as such, is best addressed through specifically oriented recruiting and/or training programs.

- Decentralized Professional Community. The GS/GM-1710 community is informally constituted, decentralized in organization, geographically dispersed, and constantly changing. These factors mitigate against addressing EEO concerns through this professional group; the establishment of the necessary control mechanism would conflict with current chains of command.

- Lack of accountability for EEO goal achievement. Although policy documentation exists emphasizing EEO goal achievement throughout the Navy, there is currently no effective measure of its attainment and no effective means for holding managers accountable for that attainment.

- Competing government policies. Achievement of EEO goals is significantly hindered by unclear or conflicting policies/procedures controlling EEO programs and similar programs for other groups of special interest. An example of this condition is the conflict between employment assistance given to veterans by way of a 5- or 10-point preference and help given EEO program applicants; normally, women and minority group members are not able to compete successfully with men who have additional points under a socially useful but conflicting program.

- Competition with other employers. For the most part people who have become education specialists did not intend to do so when they began their college education. Although competitive in salary, GS/GM-1710 jobs have not traditionally been heavily advertised where women and minorities could learn about them. This barrier can be addressed by providing sufficient accurate information to individuals early in careers; however, the diversity of job requirements, and the spread of jobs across the country, make such publicity more difficult.

- Inefficient use of civilian personnel offices. This barrier includes a wide assortment of specific concerns, all of which reflect insufficient understanding by both sides of command or activity needs and/or personnel policy. Communication improvement and training will help to ease the individual elements that compose this barrier.

Given established policies, current representation status, and identified barriers to EEO goal attainment, the study recommends that a 1-year plan be implemented to encourage managers and supervisors to hire, promote, and provide professional development to capable women and minorities in the NAVEDTRACOM.

SECTION I

INTRODUCTION

The Department of the Navy (DON) is committed to achieving the goals of equal employment opportunity (EEO) for all its employees and applicants and full integration within its civilian work force. These goals are supported by the DON Affirmative Action Program (AAP) which has, as an ultimate objective, the creation and maintenance of "a workforce reflective of this nation's race, sex and ethnic diversity...within a specified time period."[1] Every DON manager and supervisor shares the responsibility for attaining Navy EEO goals and AAP objectives.

BACKGROUND

During the past decade, increasing attention has been paid to the concept of equal employment opportunity and the practical implications of that concept. Within the Navy, early EEO efforts were primarily concerned with developing the awareness that a problem did exist and in determining the extent of the problem. More recently, however, attention has focused on developing and implementing specific plans and programs to achieve EEO goals at all levels. Demographic and occupational data have been acquired to define the extent of participation by women and minority ethnic group members in the various DON occupational series, to identify barriers to equal opportunity for employment within DON, and to develop strategies for overcoming these barriers. Analyses of these data have produced guidelines for achieving EEO goals and AAP objectives which have been promulgated for use by all DON activities.

Using DON guidelines, the Chief of Naval Education and Training (CNET) has issued an Affirmative Action Program Plan (AAPP) which provides specific guidance on attaining EEO within the Naval Education and Training Command (NAVEDTRACOM). In addition, the CNET has established the command goals of creating and maintaining an organizational environment conducive to individual job and career satisfaction and of providing opportunities for the professional growth of all staff personnel.

The Education Specialist occupational series (GS/GM-1710) is among the largest of the civilian professional communities in the NAVEDTRACOM. Its members are widely dispersed. Previous EEO data indicate that women and minority ethnic groups are underrepresented at all levels within this community. These facts are the basis for a CNET initiative to enhance the achievement of EEO goals within the 1710 series. Discussions among representatives of CNET staff and the Training Analysis and Evaluation Group (TAEG) established the specific requirements for the initiative. In October 1981, the TAEG was requested to design a program in its support.[2]

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[1] SECNAV Instruction 12713.12 of 3 April 1981.

[2] CNET ltr Code 022 of 21 October 1981.

PURPOSE

The purpose of this study was to design a program that would enhance conditions to encourage NAVEDTRACOM managers to hire, promote, and provide professional development for capable women and minorities in the education specialist career field (GS/GM-1710).

SCOPE

The following assumptions and constraints apply to this study:

- Program recommendations are limited to those within the capacity or authority of NAVEDTRACOM managers to accomplish. Societal trends, traditions, or other factors which may affect the attainment of EEO goals, but which are beyond the purview of NAVEDTRACOM managers, are not addressed.

- Data obtained from the various reporting/tracking management information systems (e.g., Personnel Accounting Data System (PADS)) are sufficiently valid for purposes of this study.

- Program recommendations are based on information available as of December 1981. Because the population studied is constantly changing, current numbers of education specialists, assigned locations, grades, and steps, etc., may be slightly different from study data.

- Changes in task specifications and/or occupational series identification for subgroups within the GS/GM-1710 series are projected to occur within the next year. Therefore, the program and recommendations specified in this report should be considered as part of an ongoing effort, rather than a fixed requirement.

- Special category personnel (i.e., Naval Postgraduate School and Antilles school district personnel) assigned to the 1710 series within NAVEDTRACOM were not included in the study.

ORGANIZATION OF THE REPORT

In addition to this introduction, the report consists of three major sections and an appendix. Section II describes the approach used for program development. Section III presents and discusses study findings in each of three major areas: policy and directives, the education specialist workforce profile, and EEO barrier identification and analysis. Study conclusions and recommendations are provided in section IV. The program plan is contained in the appendix. Specific materials important to implementing the plan are attached as annexes to the appendix.

SECTION II

APPROACH

This section describes the approach and methods used in designing a plan to enhance the achievement of EEO goals for education specialists within the NAVEDTRACOM. The approach centered about three discrete, but related, areas of study: (1) an investigation of existing policy on EEO and related topics as defined in directives issued by the various echelons of command within the DON, (2) the development of a profile describing the education specialist occupational series community (GS/GM-1710) in terms of those characteristics commonly associated with EEO, and (3) the identification and analysis of EEO barriers within the NAVEDTRACOM. Although this section describes data acquisition and analysis efforts for each of the three primary study areas separately, these efforts often overlapped. Results of all investigations were consolidated and used as a basis for designing the plan.

INVESTIGATION OF EXISTING POLICY

An accurate and realistic understanding of current EEO policy and status was a necessary prerequisite for program design. A variety of EEO directives, instructions, notices and other legal documents were reviewed to establish a perspective into which the result of a program design effort would be integrated. Management Directives from the Equal Employment Opportunity Commission, the Federal Personnel Manual (FPM) from the Office of Personnel Management (OPM), and Secretary of the Navy (SECNAV) instructions provided senior agency perspective; command level directives from the Chief of Naval Operations (CNO), CNET, and their subordinate activities contained more specific information on the application of general policy within NAVEDTRACOM and documented implementation efforts and problems. Where possible and appropriate, policy directives and implementation guidance affecting related occupational series (e.g., GS-1712, GS-1702) and/or activities under major claimants other than CNET or in other services, were also reviewed. A discussion of pertinent directives begins section III of this report.

DEVELOPMENT OF AN EDUCATION SPECIALIST WORK-FORCE PROFILE

The establishment of an accurate, current work-force profile of the GS/GM-1710 occupational series was a second major prerequisite for program design. Of specific interest in this area was the tabulation of the characteristics of individuals commonly used in describing EEO information (e.g., sex, race, age, national origin, physical handicap status). To develop the 1710 profile, potential EEO variables were first defined; various sources of data describing these variables were then identified and queried. From the responses to these queries, a list of specific data elements was developed. Each element was then compared against each source to establish the most complete data set available. In addition, each source was assessed to determine the accuracy and currency of data and its accessibility to investigators. The advice of EEO personnel and NAVEDTRACOM staff was solicited and reviewed in establishing and validating EEO variables.

The Personnel Accounting Data System (PADS) was selected as the basic system for providing study data. The PADS is a management information system resident in the Naval Military Personnel Command (NMPC). It contains a substantial amount of information on all civilian personnel assigned to activities within DON and includes most of the data elements required for the current effort. Updates to this system are made monthly by direct submission from field activities. Information is available and can be provided in computer tape or printed format.

Concern about the accuracy of data contained in the PADS was expressed by some reviewing officials whose opinions were sought. Accordingly, data from separately maintained sources were obtained and compared with representative PADS data to estimate the extent of error in the PADS. This process confirmed that errors in PADS data do exist, but also suggested that the level of error is within acceptable limits. Most errors apparently result from incorrect submission procedures rather than from a defect of the system.

Data necessary to this effort not in PADS were extracted from routine OPM or CNET reports, or from information developed specifically for this study. When possible, data were acquired on tape in a format compatible with the computer hardware used during the study; some data required manual entry. The complete computer based data set was edited to correct known discrepancies.

After its development, the complete data set was subjected to analysis using a standard commercial statistical package available to TAEG by contractual arrangement with the University of Florida Data Processing Network System.[3] Analysis results were extracted, tabulated, and presented as baseline information for program design.

As an adjunct to the profile development for GS/GM-1710 series, comparative descriptions of the EEO characteristics of other occupational series and/or other DON commands were developed from available data. Results of these comparisons are included as appropriate in section III of this report.

BARRIER IDENTIFICATION AND ANALYSIS

The third major area of investigation prerequisite to program design concerned identifying barriers to achieving stated EEO goals, including analysis of the relationship of the barriers to other command goals, and a review of techniques available for overcoming the barriers.

A list of generic occupational series barriers and barriers peculiar to NAVEDTRACOM activities was extracted from individual command AAPPs. Additional barriers, reported by other agencies, were reviewed for inclusion in the list. The list was refined and clarified during interviews with representative CPO and EEO personnel who also provided examples of the effects of specific barriers. Initially, some 30 specific occupational and command barriers to EEO goal achievement were identified during this process; these were ultimately consolidated into the six general barrier groups presented at the end of section III of this report.

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[3] Statistical Package for the Social Sciences.

Relationships between individual barriers and the nature of their impact were analyzed. Possible conflict with non-EEO command goals were explored. The extent of these relationships, and the effects of their interactions, are described in section III.

SUMMARY

Completion of task objectives in these three primary areas provided the basis for the elements of a management initiative to enhance achievement of EEO goals. The current status of EEO representation within the education specialist community provided an accurate starting point; command policy and guidance described the desired end point and prescribed the limits within which the initiative must operate; the list of barriers and assessments of their impact identified the problem areas to be addressed.

SECTION III

FINDINGS AND DISCUSSION

Study findings which bear on the issue of enhanced equal employment opportunity for NAVEDTRACOM education specialists are presented in this section through discussion of the following subject areas:

- pertinent policy statements and directives
- current NAVEDTRACOM education specialist work-force profiles
- major barriers to equal employment opportunity for education specialists
- strategies for overcoming EEO barriers.

POLICY STATEMENTS AND DIRECTIVES

Pertinent EEO policy statements and directives include both major policy documents and amplifying and implementing instructions.

MAJOR POLICY DOCUMENTS. The Civil Rights Act of 1964, as amended, and the Civil Service Reform Act of 1978 established the legal framework for DON policy on equal opportunity. Title VII of the Civil Rights Act of 1964 provides for equal opportunity in hiring, promoting, and training in the national work force. The Equal Employment Opportunity Act of 1972 (P. L. 92-261) amended Title VII to include federal government employees and applicants under its coverage. These amendments require each federal department, agency, and unit to submit annually to the Equal Employment Opportunity Council an affirmative action program plan which includes a "provision for the establishment of training and education programs designed to provide a maximum opportunity for employees to advance so as to perform at their highest potential." The Civil Service Reform Act of 1978 mandates that agencies begin their EEO programs at the recruiting stage. It specifically requires that "each Executive Agency conduct a continuing program for the recruitment of members of minorities...in a manner designed to eliminate underrepresentation of minorities in the various categories of Civil Service employment within the federal service...." This program is known as the Federal Equal Opportunity Recruitment Program (FEORP).

Within the Department of the Navy, responsibility for civilian personnel and equal employment opportunity policies, procedures, and guidance has been divided. The Secretary of the Navy, through the Assistant Secretary of the Navy (Manpower, Reserve Affairs, and Logistics), is responsible for formulating policy while the Chief of Naval Operations (CNO) and the Commandant of the Marine Corps are responsible for developing and executing responsive personnel and EEO programs (SECNAV Instruction 5215.16 of 11 February 1981). SECNAV Instruction 12713.12 of 3 April 1981, a major EEO policy document, describes DON response to federal law, provides guidance on multi-year AAPPs, and establishes the use of management information processing systems, such as PADS, to support AAPP reports. Initial AAPP reports cover the years 1982-1986; these reports will be updated annually, each update projecting a 5-year period.

SECNAVINST 12540.2 of 30 January 1981 institutes the DON Merit Pay System (MPS) for GM 13-15 managers and supervisors. This system requires managers and supervisors to develop measurable performance objectives for which they are then held accountable. One performance objective must be developed to support organizational EEO objectives which have been identified in the annual management guidance issued by the head of the activity. When possible, EEO objectives should also support FEORP and AAPPs. When an MPS member has responsibilities which relate to an organizational EEO objective, that member's EEO objective may be of primary significance in computing a performance rating.

The Deputy Equal Employment Opportunity Officer (DEEOO) is tasked with assessing the progress being made toward accomplishing organizational objectives quarterly. In addition, the DEEOO will review prospective individual ratings and awards, including supervisory promotion actions, to ensure compliance with EEO objectives.

CNET Staff Instruction 12713.2A of 23 February 1982 (Multi-Year Affirmative Action Program Plan for Fiscal Years 1982 through 1986) sets forth the organizational EEO objectives as part of the annual management guidance; individual MPS objectives should reflect these organizational objectives. With regard to both organizational and individual objectives, the instruction states:

> It is the responsibility of this headquarters to assume an active role in the realization of (the EEO) objective, particularly in the areas of recruitment, selection, promotion, training, and awards. It is the personal responsibility of each manager, supervisor, and employee, both military and civilian, to ensure that the goals and objectives of the AAPP are fully met.

This statement may be regarded as a summary of NAVEDTRACOM EEO policy, reflecting the role of each individual in translating the command AAPP into reality.

AMPLIFYING AND IMPLEMENTING DIRECTIVES. Instructions which amplify and implement DON EEO policy and procedures are summarized below. They are listed by emphasis of effect upon recruiting, hiring, and professional development.

Recruiting. SECNAVINST 12720.1A of 18 March 1981 implements the FEORP as a "recruitment" program (not as a "selection" program) intended to create and maintain a federal work force reflective of the nation's race, sex and ethnic diversity. "Recruitment" includes both internal and external actions which locate, identify and facilitate consideration of qualified applicants.

The DON Equal Opportunity Accountability System (DONEAS) supports the implementation of FEORP by computing underrepresentation data for activities and commands with 200 or more appropriated fund civilians. Using these data, SECNAV establishes DON recruitment priorities. Subordinate commands identify local sources, barriers, and strategies to address underrepresentation of women and minorities in job categories at specific grade levels. Specific occupation series and grade levels may be targeted for increased attention when the representation of minorities and women is not proportional to the appropriate labor force of the general population. In the NAVEDTRACOM, the GS/GM-1710 series has been so targeted. Servicing civilian personnel offices are tasked with tracking each personnel action so that the impact of FEORP on employment decisions and selection procedures can be measured.

Echelon I and II commanders are assigned EEO program responsibilities both for their headquarters organization and their subordinate commands by OPNAV Instruction 12720.1. Those responsibilities specific to FEORP are (1) providing the necessary personnel and fiscal resources to produce an effective, commandwide FEORP, (2) providing guidance to field activities so that FEORP plans are submitted in correct format and in a timely manner, and (3) assessing command progress in eliminating underrepresentation.

Hiring. Managers have several sources from which to obtain job candidates, but they are obligated to determine which source best meets Navywide and activity mission objectives, including those based on affirmative action, FEORP or veteran's preference. The procedures used to hire a minority or female education specialist, who has been identified through FEORP, are the same as those used to hire any applicant. Thus, that person must either be on an OPM register at the entry level (5/7/9) or on a certificate resulting from an OPM advertisement at the mid-level (11/12) before he or she can be considered for any 5-12 level eduction specialist positon. When a person is on the register, or even while this is still just anticipated, the FEORP Coordinator at the servicing CPO places the person's credentials in an Applicant Supply File. The FEORP coordinator should circulate the files of applicants identified through FEORP as qualified for open positions to the person(s) responsible for filling those positions.

In contrast to FEORP, which is designed to maximize the opportunity of women and minority candidates, the Veteran's Education and Employment Assistance Act of 1976 establishes that, as part of the competitive process, extra points will be awarded to veterans who have served in a war or become disabled as a result of military action. In addition, under the Civil Service Reform Act of 1978, veterans with disability ratings of 30 percent or higher may be given a noncompetitive appointment leading to career or career-conditional appointment. As legitimate as veteran's preference may be as a social policy, it does conflict with EEO policy. When nonveteran women or minority men compete for a position with an equally, or even less, qualified veteran, the majority of whom are white men, veteran's preference points usually ensure that the latter will receive the position.

Two entry-level programs have also been used as a source for hiring education specialists. The Cooperative Education Program for graduate students, called the "Co-op" program (FPM 308-17, 1981), has as one objective the support of agency affirmative action programs. This entry program is designed to afford potential employees who are still involved in academic study an opportunity to gain on the-job-experience for a specified period of time. A student's job activities are usually strictly controlled, and a primary objective of the program is orientation to the world of work. A major advantage of the "Co-op" program is that supervisors have a chance to evaluate a student's performance and potential before deciding whether to recommend him or her for noncompetitive conversion to career service jobs. This kind of program provides not only opportunity but also training and, at least, limited screening. One CNET initiative in the education specialist career field has been to contract for Co-op students with three universities.

An entry level intern program is similar to a graduate cooperative program in that its members receive their initial professional development in a structured environment, but the initial exposure is longer and more fully developed than in a cooperative program. A primary objective of an intern program is the development of members to the point where they can successfully compete for available jobs. CNET Instruction 12950.2 describes an Education Specialist Career Development Program, which includes a GS-1710 intern program. The intern program it describes also provides training and initial screening in addition to equal employment opportunity. Anticipated changes in the classification scheme for GS/GM-17XX series employees will necessitate revision to this instruction.

Professional Development. CNET Instruction 12250.1B of 10 March 1981 states that "all civilian employees throughout the NAVEDTRACOM shall be given opportunity to compete for senior level positions for which CNET activities are recruiting through the competitive process," and requires that each activity "provide maximum opportunity for employees to advance so as to perform at their highest potential." It is the employee development process that produces skilled and competitive members of the work force. The process can be separated into two areas--entry level development and full performance development.

Entry Level. Although SECNAV Instruction 12410.1 of 6 October 1955 was promulgated before the Federal Government began actively pursuing EEO goals, its content is still relevant. It contains policy information on career planning, particularly directed to entry level professional civil servants. The purpose of career planning is to facilitate the orderly process of recruiting and retaining capable employees to fill positions at all levels of Federal service. Career planning addresses both the needs of the organization and the individual at initial entry levels, and also considers performance in higher level positions. Planning involves both employer and employee.

Under the guidelines of career planning, several entry level programs have been used within DON; all have potential for use in EEO program enhancement. SECNAV established the Upward Mobility Program (UMP), to be "used in conjunction with the FEORP as one internal source of recruitment to assist in the achievement of the latter program" (SECNAVINST 12713.11 of 15 October 1980). The UMP gives employees, particularly women and minorities, an opportunity to advance into higher graded and/or professional positions where these groups have historically been underrepresented.

Upward mobility is defined as the systematic management effort that focuses Federal personnel policy and practice on the development and implementation of specific career opportunities for lower-level employees who are in positions or occupational series which do not enable them to realize their full work potential. SECNAV Instruction 12000.23 of 29 March 1977 provides guidance and assistance to activities developing an upward mobility program.

As indicated in the preceeding section, the Co-op and intern programs also make provision for professional development.

Full Performance. Training new employees, of course, is not the sum total of the Navy's training mission for civilians. Full performance employees and recently appointed supervisors also have requirements for improving and/or updating their skills. Since training needs of individuals vary, there are different means for accomplishing such training. Through Handbook X-118, Qualification Standards, the DON has authority to provide rotational assignments or cross series training to develop key employees at the GS-9 through GS-15 levels. OPNAV Instruction 12410.10A of 8 September 1980 furnishes further guidance for cross training and rotational assignments. These two management tools suggest yet another way for meeting affirmative employment program objectives, that of moving high potential employees among assignments to prepare them for future managerial responsibilities. Participants in these programs may be competitively selected (i.e., merit promotion) in accordance with pertinent career management and EEO program requirements.

For cross-training or rotational assignments, supervisors generate individual development plans (IDP) for participants, tailored to individual development requirements. Individual development plan requirements may be satisfied by the most effective combination of techniques such as on-the-job training (OJT), classroom instruction, reading assignments, conference, and guided independent study. The training emphasizes the performance of tasks in the assigned position; the immediate supervisors will evaluate participant performance.

Once a person becomes a manager or a supervisor, he or she usually requires training that emphasizes management skills rather than additional technical development. Many management courses are available at this career point, and their use to instill or enhance managerial and supervisory skills will benefit the Navy and the individual.

Executive management level development is "the sum of individual and institutional efforts to enhance the capability and performance of those individuals engaged in the execution and management of the Department's affairs" according to SECNAV instruction 12412.1 of 30 April 1974. This instruction calls for:

> accelerated implementation of career development plans for executives and managers...to better assure the early identification and systematic development of potential managers, an increased capability and utilization of current managers, and the effective application of limited resources focused on this system.

The DON has increased emphasis on IDP for executives and managers, and supporting fiscal resources are now programmed from regular budget allocations. In addition, this instruction affirms that "diligent efforts must be made to assure that minorities, women, and the 'hard to spare' are not overlooked or exempted from this program."

SUMMARY. CNET Staff Instruction 12290.10 of 5 January 1982 summarizes DON EEO policy well:

> Execution of the Department of the Navy EEO policy, and achievement of its objectives, is an inherent responsibility at every supervisory and managerial level, both military and civilian. Managers and supervisors are obligated to ascertain that minorities and women are, in fact, sufficiently included in every aspect of the employment process; i.e., recruiting, training, promotion, etc. Addressees, therefore, shall ensure that minorities and women are given equitable consideration when they are among the best of the competing candidates within the selection range.

THE EDUCATION SPECIALIST WORK-FORCE PROFILE

Within DON, the GS/GM-1710 occupational series includes a diverse cross section of civilian personnel. Job functions assigned to these employees touch on almost every aspect of military education and training. Because job requirements differ, the backgrounds and experience levels of education specialists also differ. Despite these differences, it is a DON goal that the composition of the GS/GM-1710 work force across activities and/or functional units reflect demographic characteristics typical of the professional education and training work force nationwide. The paragraphs which follow describe the NAVEDTRACOM work force in terms of pertinent EEO characteristics, compare that description with profiles developed for both the DON education specialist and related occupational series, index the achievement of these communities in reaching established EEO representation goals, and review several specific programs for enhancing career opportunity for capable women and minorities.

DESCRIPTION OF THE DATA BASE. Work-force profiles are based primarily on information acquired or derived from data maintained in the PADS. PADS data were acquired to describe the EEO characteristics of 1,278 people employed by the DON in education- or training-related positions. The following EEO characteristics are described:

- Sex
- Minority/ethnic group affiliation. Minority categories used in this study include (1) Alaskan/Indian, (2) Asian, (3) Black, (4) Hispanic, (5) White, and (6) Other.
- Veteran's preference. Categories include (1) no preference, (2) 5-point preference, (3) 10-point preference (disability), (4) 10-point preference (comprehensive), (5) 10-point preference (other), and (6) other.
- Physical handicap. Categories show only the presence or absence of a physical handicap. The extent of a handicap and/or any specific description of various types of physical handicaps are not identified.

- Grade level. Pay grades range from GS/GM 5-15.

- Level of work. Categories include (1) trainee, (2) upward mobility trainee. (3) journeyman, (4) leader, (5) supervisor, (6) manager, (7) supervisor, merit pay system, (8) manager, merit pay system.

- Year of birth.

- Service computation year. The computation of this variable summed civilian service and, where applicable, Federal service for which compensatory credit was awarded.

The education specialist profiles, and those of related occupational communities, were developed using these characteristics. In addition, PADS data were used to establish four additional group characteristics:

- Grade group. Because EEO information is normally presented in terms of multiple grade levels, this variable combines pay grades 5-8, 9-12, and 13-15.

- Military background grouping. This characteristic, developed using veteran's preference data, separates the population into those who had prior military service and those who did not.

- Age. This characteristic describes the average ages, in years, of the various population subgroups. It was derived by subtracting the year of birth from 1982.

- Time in service. This variable describes the average years of Federal service among various population subgroups. It was derived by subtracting the service computation year from 1982.

In addition to the information acquired or developed from PADS data, information describing two special variables of potential EEO importance were independently acquired from CNET staff and manually added to the data base for subsequent use. This information identified (1) persons who had participated in an Education Specialist Intern Program administered by the CNET and/or (2) persons currently employed in the NAVEDTRACOM's Navy Campus for Achievement (NCFA). It was hypothesized that the EEO characteristics of these two groups might differ from the average profile and, in so doing, suggest particular directions for improving the representation of women and minorities.

Data used in this study reflected the composition of the work force on 31 December 1981. An estimate of the accuracy and currency of the data base was derived by manually comparing PADS data describing six selected characteristics with similar information maintained independently at CNET. The error rate in PADS data for Major Claimancies 11, 18, 23, 62 and 78 is calculated to be 6.4 percent for the GS/GM-1710 series. Since some errors thought to exist could not actually be confirmed, this error rate may be inflated. Similar data for other series (1702, 1712) were not acquired and no error rate could be established for them. Although deficiencies in data do exit, the data base as acquired and edited is considered sufficiently valid for use in this study. It must be recognized that a certain level of real-time error will always exist because documentation follows change and current updates of the PADS occur on a monthly basis. It should also be noted that the bulk of the confirmed discrepancies apparently resulted from submission or procedural errors. This fact suggests that improving the availability and accuracy of EEO data may best be achieved by a review and refinement of those procedures rather than manipulation of the system itself.

THE NATIONAL WORK-FORCE PROFILE. The EEO AAPP goals established for any occupational series or a specific work force are based on computed work force profiles of either the total civilian labor force (CLF) or the relevant labor force (RLF). A CLF statistic represents total percentages of people working or available to work in an occupational series; the RLF labor pool comprises people qualified or qualifiable to work at a specific grade level within a series. Relevant labor force data are normally calculated for grade level groups 5-8, 9-12, and 13-15. It should be emphasized that an RLF statistic includes not only those persons presently working full time, but also unemployed persons, part time workers, and persons not currently in the work force (e.g., workers who are unemployed but who have worked in the last 5 years). The geographic area of CLF data is local; RLF data may describe either local or national geographic areas for review. For Department of the Navy Occupational Level (DONOL) Code 3, which includes education specialists, all data reflect nationwide statistics or percentages.

To establish an index of EEO goal achievement by a particular race national origin or sex (RNS) group, EEO data for the group are compared to similar data for the RLF. This comparison, which produces a "percent underrepresentation" (U/R), is calculated for each grade level group as follows:

$$\%\ \text{U/R} = \frac{\%\ \text{minority (RNS) in organization X } 100\%}{\%\ \text{minority (RNS) in RLF}}$$

The % U/R establishes the level of EEO goal attainment and is one indication of how well an affirmative action program is working. Table 1 shows the most recent RLF statistics for men and women of different races for each grade group of DONOL Code 3. This is the RLF benchmark against which study data are compared.

THE NAVEDTRACOM EDUCATION SPECIALIST WORK-FORCE PROFILE. For December 1981, PADS data showed 460 GS/GM-1710s assigned to positions in the NAVEDTRACOM. Of this group, 339 (73.7 percent) were men and 121 (26.3 percent) were women. Thirty-two (7 percent) of the 460 represented various minority/ethnic groups; of this number, 20 (4.3 percent) were Black, 5 (1.1 percent) each were Asian or Hispanic, and 1 (.2 percent) was of Indian/Alaskan heritage. Two hundred seventy-seven (60.2 percent) of the NAVEDTRACOM 1710 community indicated previous military experience (by veteran's preference selection). Member grade levels for the total 1710 community were:

GS-5	7	(1.5%)
GS-7	13	(2.8%)
GS-9	92	(20.0%)
GS-11	114	(24.8%)
GS-12	144	(31.3%)
GS/GM-13	65	(14.2%)
GS/GM-14	23	(5.0%)
GS/GM-15	1	(.2%)

The average age of the group was 46.4 years; time in service averaged 14.9 years, 48 (10.4 percent) indicated some degree of physical handicap. CNET data obtained separately showed 44 education specialists still in NAVEDTRACOM had entered through the intern program. Ninety-one members were assigned to billets supporting the NCFA.

TABLE 1. RLF DATA FOR DONOL CODE 3

			Percent	
			Men	Women
GS 5-8	White		36.6	47.1
	Black		3.3	5.6
	Hispanic		1.4	1.2
	Other		2.3	2.5
		TOTAL	43.6	56.4
GS 9-12	White		51.2	35.9
	Black		3.3	3.7
	Hispanic		1.4	.9
	Other		2.1	1.5
		TOTAL	58.0	42.0
GS 13-15	White		69.2	23.5
	Black		2.3	1.0
	Hispanic		1.0	.5
	Other		2.0	.5
		TOTAL	74.5	25.5

Source: Atwater, Niehaus and Sheridan (1980)

COMPARISON OF DON/NAVEDTRACOM 17XX PROFILES. In this study, the designation 17XX indicates all occupational series whose members function in education/training capacities. This designation includes the following specific series:

- **GS-1701 (General Education and Training Series)** is not much used at the present time. A sort of catchall designator, GS-1701 identifies general or miscellaneous work not elsewere classified. However, this series is similar to the 1710 series in that it requires a four-year bachelor's degree in education or a related field, requires increasing experience for higher level positions, includes a two-grade interval in its promotional scale, and is included in DONOL Code 3 for EEO classification within the Navy.

- **GS-1702 (Education and Training Technician Series** contains nonprofessional level workers in education and training activities in such positions as Education Aid, Supervisory Education Aid, Education Technician, and Training Technician. GS-1702 differs from the 1710 series in that a college degree is not required to qualify for most positions and promotion intervals are one grade. For EEO purposes, GS-1702 is assigned to DONOL Code 5. Within DON, the highest grade level attained in this series is GS-12.

- **GS-1710 (Education and Vocational Training Series)** includes employees who perform professional work in education and vocational training. A sample of billets would include teachers or supervisors in academic or vocational schools at all levels; professional education or training support staff, educational media staff; guidance or program counsellors; and/or education program managers. Series personnel must have earned a bachelor's degree from an accredited college or university and must meet additional academic and/or experience-related requirements as well. Position intervals include two-grade level promotions. This series is included in DONOL Code 3 for EEO accounting.

- **GS-1712 (Instruction Series)** includes training instructors and supervisory training instructors, training administrators, and training specialists. These positions involve instructional training for an occupation, craft, or similarly skilled area where a thorough knowledge of the subject to be taught or used is essential. Position intervals include two-grade promotions, and experience may be more important than educational background. Thus, a baccalaureate degree is not a requirement for this series. The 1712 series is included in DONOL Code 3 for EEO accounting.

The design and development of a program to enhance NAVEDTRACOM career opportunities for women and minorities in the 1710 occupational series is most effectively accomplished if that program accommodates all series of the 17XX designation. Recruiting efforts for all levels of 1710 personnel are usually conducted on a national basis. Movement of personnel, both among DON commands and into or out of related occupational series for which they can qualify, is common. Table 2 lists DON major claimants with 10 or more 17XX personnel assigned, showing potential for movement among positions and/or series.

Using PADS data to describe EEO characteristics previously identified, table 3 provides a comprehensive profile comparison among 1710 and 17XX series communities. Expanded information, descriptions, or data summaries describing specific characteristics of particular interest to this study are provided in the following paragraphs. Where possible, data are presented by grade level groups to facilitate comparison with national RLF statistics for DONOL Code 3. NAVEDTRACOM and/or 1710 series data are similarly broken out where appropriate.

Sex. Of the 1,278 records of 17XX employees under review, data describing sex, grade group and series were available for 1,235 cases. Table 4 provides a breakdown of these data by series. For comparison, RLF data for DONOL Code 3 show total men/women percentages to be:

GS	Men/Women
5-8	43.6/56.4
9-12	58.0/42.0
13-15	74.5/25.5

TABLE 2. DON MAJOR CLAIMANT 17XX SERIES LOCATION (N = 10 OR MORE)

	SERIES			
MAJOR CLAIMANT (N)	1701 (N = 12)	1702 (N = 235)	1710 (N = 631)	1712 (N = 400)
CNO (30)	0	16 (6.8)*	6 (1.0)*	8 (2.0)*
BUMED (22)	1 (8.3)*	7 (3.0)	13 (2.1)	1 (.3)
NAVPERS (79)	1 (8.3)	4 (1.7)	73 (11.6)	1 (.3)
SEASYSCOM (127)	3 (25.0)	10 (4.3)	16 (2.5)	98 (24.5)
USMC (65)	2 (16.7)	14 (6.0)	23 (3.6)	26 (6.5)
CINCLANT (66)	0	31 (13.2)	2 (.3)	33 (8.3)
CNET (760)	0	114 (48.5)	460 (72.9)	186 (46.5)
CINCPAC (56)	0	23 (9.8)	15 (2.4)	18 (4.5)
ONR (21)	0	6 (2.6)	4 (.6)	11 (2.8)
OTHER	5 (41.7)	10 (4.3)	19 (3.0)	18 (4.5)

*Numbers in ( ) in these columns represent the percentage of series personnel assigned to that specific major claimant.

TABLE 3. WORK FORCE PROFILE COMPARISON CHART
(Numbers in ( ) are percentages)
(Total Ns for each characteristic may vary)

Variable Category	NAVEDTRACOM 1710 N=460	Non-NAVEDTRACOM 1710 N=171	DON 1710 N=631	NAVEDTRACOM 17XX N=760	DON 17XX N=1,278
SEX					
Male	339 (73.7)	128 (74.9)	467 (74)	553 (72.8)	927 (72.5)
Female	121 (26.3)	43 (25.1)	164 (26)	207 (27.2)	351 (27.5)
MINORITY					
Alaskan/Indian	1 (.2)	1 (.6)	2 (.3)	2 (.3)	4 (.3)
Asian	5 (1.1)	0	5 (.8)	9 (1.2)	16 (1.3)
Black	20 (4.3)	8 (4.7)	28 (4.4)	30 (3.9)	59 (4.6)
Hispanic	5 (1.1)	0	5 (.8)	12 (1.6)	15 (1.2)
White	428 (93)	158 (92.4)	587 (92.9)	705 (92.8)	1,167 (91.3)
Unknown	1 (.2)	4 (2.3)	5 (.8)	2 (.3)	17 (1.3)
MINORITY GROUP (less Unknown)					
Majority	428 (93.2)	158 (94.6)	586 (93.6)	705 (93)	1,167 (92.5)
Minority	31 (6.8)	9 (5.4)	40 (6.4)	53 (7)	94 (7.5)
VETERAN'S PREFERENCE					
None	183 (39.8)	73 (42.7)	256 (40.6)	278 (36.6)	467 (36.5)
5 PT	231 (50.2)	79 (46.2)	310 (49.1)	415 (54.6)	694 (54.3)
10 PT	41 (8.9)	18 (10.0)	58 (9.2)	59 (7.7)	102 (8.0)
Other	5 (1.1)	2 (1.2)	7 (1.1)	8 (1.1)	15 (1.2)
MILITARY BACKGROUND					
Yes	277 (60.2)	98 (57.3)	375 (59.4)	482 (63.4)	810 (63.4)
None	183 (39.8)	73 (42.7)	256 (40.6)	278 (36.6)	467 (36.5)
PHYSICAL HANDICAP					
Yes	48 (10.4)	11 (6.4)	59 (9.4)	63 (8.3)	116 (9.1)
None	412 (89.6)	160 (93.6)	572 (90.6)	697 (91.7)	1,167 (90.9)
SERIES					
1701				0	12 (.9)
1702	(N/A)	(N/A)	(N/A)	114 (15.0)	235 (18.4)
1710				460 (60.5)	631 (49.4)
1712				186 (24.5)	400 (31.3)

TABLE 3. WORK FORCE PROFILE COMPARISON CHART (continued)
(Numbers in ( ) are percentages)
(Total Ns for each characteristic may vary)

Variable Category	NAVEDTRACOM 1710 N=460	Non-NAVEDTRACOM 1710 N=171	DON 1710 N=631	NAVEDTRACOM 17XX N=760	DON 17XX N=1,278
TIME IN SERVICE (Years)					
0 - 1	13 (2.8)	9 (5.3)	22 (3.5)	27 (3.6)	52 (4.1)
2 - 3	23 (5.0)	6 (3.5)	29 (4.6)	44 (5.8)	67 (5.2)
4 - 5	30 (6.5)	11 (6.4)	41 (6.1)	46 (6.1)	82 (6.4)
6 - 10	110 (23.9)	66 (38.6)	176 (27.9)	172 (22.6)	311 (24.3)
11 - 15	100 (21.7)	28 (16.4)	128 (20.3)	171 (22.5)	265 (20.7)
16 - 20	59 (12.8)	22 (12.9)	81 (12.8)	103 (13.6)	196 (15.3)
20 +	125 (27.2)	29 (17.0)	154 (24.4)	197 (25.9)	305 (23.9)
AVERAGE AGE (Years)	46.4 (460)*	43.8 (171)*	45.7 (626)*	47.1 (760)*	46.2 (1278)*
Male	48.3 (339)	45.7 (128)	47.6 (467)	49.2 (553)	48.0 (927)
Female	40.9 (121)	38.3 (43)	40.2 (164)	41.6 (207)	41.4 (351)
AVERAGE TIME IN SERVICE (Years)	14.9 (460)	12.5 (170)	14.5 (626)	14.7 (760)	14.4 (1278)
Male	16.7 (339)	14.4 (127)	16.2 (467)	15.1 (553)	15.7 (927)
Female	9.9 (121)	6.9 (43)	9.1 (164)	10.9 (207)	10.6 (351)
AVERAGE AGE (Years)	46.4 (460)	43.9 (167)	45.4 (626)	47.1 (760)	46.2 (1261)
Alaskan/Indian	30 (1)	44 (1)	35.0 (2)	2 (31)	38.5 (4)
Asian	46.8 (5)	-	46.8 (5)	48 (9)	45.4 (16)
Black	38.2 (20)	35.2 (8)	37.4 (28)	39.8 (30)	39.9 (59)
Hispanic	42.6 (5)	-	42.6 (5)	46 (112)	45.3 (15)
White	46.8 (428)	44.3 (158)	46.1 (586)	47.5 (705)	46.6 (1167)
AVERAGE TIME IN SERVICE (Years)	14.9 (459)	12.5 (170)	14.5 (626)	14.7 (758)	14.3 (1261)
Alaskan/Indian	4 (1)	18 (1)	11.0 (2)	9 (2)	16.2 (4)
Asian	20.8 (5)	-	20.8 (5)	16.8 (9)	14.8 (16)
Black	10 (20)	9.9 (8)	9.9 (28)	11 (30)	13.2 (59)
Hispanic	18.4 (5)	-	18.4 (5)	15.9 (12)	14.9 (15)
White	15 (428)	12.5 (157)	14.5 (586)	14.8 (705)	14.4 (1167)

*Numbers in ( ) for average age and average TIS are Ns.

TABLE 3. WORK FORCE PROFILE COMPARISON CHART (continued)
(Numbers in ( ) are percentages)
(Total Ns for each characteristic may vary)

Variable Category	NAVEDTRACOM 1710 N=460	Non-NAVEDTRACOM 1710 N=171	DON 1710 N=631	NAVEDTRACOM 17XX N=760	DON 17XX N=1,278
GRADE GROUP					
5-8	20 (4.3)	4 (2.3)	24 (3.8)	138 (18.6)	308 (24.1)
9-12	351 (76.3)	144 (84.2)	495 (78.4)	506 (68.2)	835 (65.3)
13-15	89 (19.3)	23 (13.5)	112 (17.7)	98 (13.2)	135 (10.6)
LEVEL					
Trainee	18 (3.9)	8 (4.7)	26 (4.1)	30 (3.9)	54 (4.2)
Upward Mobility	0	0	0	2 (.3)	4 (.3)
Journeyman	342 (74.3)	125 (73.1)	467 (74.0)	615 (80.9)	994 (77.8)
Leader	1 (.2)	0	1 (.2)	1 (.1)	2 (.2)
Supervisor	35 (7.6)	7 (4.1)	42 (6.7)	38 (5.0)	74 (5.8)
Manager	8 (1.7)	1 (.6)	9 (1.4)	8 (1.1)	10 (.8)
Supervisor MPS	37 (8.0)	6 (3.5)	43 (6.8)	44 (5.8)	81 (6.3)
Manager MPS	10 (2.2)	7 (4.1)	17 (2.7)	11 (1.4)	18 (1.4)
Unknown	9 (2.0)	17 (9.9)	26 (4.1)	11 (1.4)	41 (3.2)
*INTERN PROGRAM					
Yes	40 (8.7) +2 (1712)	9 (5.3) + 1 (1702)	N/A	N/A	N/A
*NCFA					
Yes	90 (19.6) +1 (1702)	0	N/A	N/A	N/A
AGE RANGE (Years)					
- 25	0	0	0	2 (.3)	7 (.5)
26 - 30	19 (4.1)	3 (1.8)	22 (3.5)	35 (4.6)	55 (4.3)
31 - 35	65 (14.1)	42 (24.6)	107 (17.0)	95 (12.5)	178 (13.9)
36 - 40	74 (16.1)	41 (24.0)	115 (18.2)	96 (12.6)	181 (14.2)
41 - 45	69 (15.0)	20 (11.7)	89 (14.1)	109 (14.3)	193 (15.1)
46 - 50	61 (13.3)	16 (9.4)	77 (12.2)	116 (15.3)	195 (15.3)
51 - 55	67 (14.6)	22 (12.9)	89 (14.1)	112 (14.7)	196 (15.3)
56 - 60	67 (14.6)	13 (7.6)	80 (12.7)	126 (16.6)	171 (13.4)
60+	38 (8.3)	14 (8.2)	52 (8.2)	69 (9.1)	102 (8.0)

*Not PADS data.

TABLE 4. COMPARISON OF DON/NAVEDTRACOM SERIES BY GRADE GROUP BY SEX

		NAVEDTRACOM (N = 742)			ALL OTHER NAVY (N = 493)		
SERIES	GRADE GROUP	MEN*	WOMEN*	TOTAL	MEN*	WOMEN*	TOTAL
	5 - 8	NONE			0	2 (100)	2
1701	9 - 12				2 (50)	2 (50)	4
(N=12)	13 - 15				6 (100)	0	6
	TOTAL				8 (66.7)	4 (33.3)	12
1701 SERIES TOTAL: MEN 8 (66.7) WOMEN 4 (33.3)							
	5 - 8	15 (21.1)	56 (78.9)	71	28 (34.2)	54 (65.8)	82
1702	9 - 12	18 (72)	7 (28)	25	10 (66.7)	5 (33.3)	15
(N=193)	13 - 15	0	0	0	0	0	0
	TOTAL	33 (34.4)	63 (65.6)	96	38 (39.2)	59 (60.8)	97
1702 SERIES TOTAL: MEN 71 (36.8) WOMEN 122 (63.2)							
	5 - 8	5 (25)	15 (75)	20	1 (25)	3 (75)	4
1710	9 - 12	247 (70.4)	104 (29.6)	351	105 (72.9)	39 (27.1)	144
(N=631)	13 - 15	87 (97.8)	2 (2.2)	89	22 (95.6)		23
	TOTAL	339 (73.7)	121 (26.3)	460	128 (75.3)	42 (24.7)	170
1710 SERIES TOTAL: MEN 467 (74.1) WOMEN 163 (25.9)							
	5 - 8	46 (97.9)	1 (2.1)	47	33 (82.5)	7 (17.5)	40
1712	9 - 12	125 (96.2)	5 (3.8)	130	158 (95.2)	8 (4.8)	166
(N=400)	13 - 15	9 (100)	0	9	7 (87.5)	1 (12.5)	8
	TOTAL	180 (96.8)	6 (3.2)	186	198 (92.5)	16 (7.5)	214
1712 SERIES TOTAL: MEN 378 (94.5) WOMEN 22 (5.5)							

*Percents are shown in ( ).

In grades 5-8 for both the 1702 and 1710 series, the percentage of women is greater than the national RLF percentage; however, underrepresentation in the 1710 series is particularly acute at the 13-15 level. In the 1712 series, women are underrepresented at all levels. This is not surprising, given this series' greater emphasis on military/technical experience and the fact that few women possess such experience.

Race. For ease of comparison with national RLF data, summaries for NAVEDTRACOM, other DON, and total 17XX series personnel are provided in table 5. Tables 6, 7, and 8 provide specific grade group and series data for 1702, 1710, and 1712 personnel categorized by race.

TABLE 5. RLF PERCENTAGES BY RACE AND GRADE LEVEL FOR MEN/WOMEN FOR DONOL CODE 3

	GRADES	MEN/WOMEN		GRADES	MEN/WOMEN
WHITE	5 - 8	36.6/47.1	BLACK	5 - 8	3.3/5.6
	9 - 12	51.2/35.9		9 - 12	3.3/3.7
	13 - 15	69.2/23.5		13 - 15	2.3/1.0
HISPANIC	5 - 8	1.4/1.2	OTHER	5 - 8	2.3/2.5
	9 - 12	1.4/ .9		9 - 12	2.1/1.5
	13 - 15	1.0/ .5		13 - 15	2.0/ .5

The comparisons of data show that minority racial groups are underrepresented at almost every level for the 1710 series and 1712 series for both NAVEDTRACOM and DON activities;[4] for all other DON, 1712 series, Black men at the GS 9-12 level are above the RLF representation percentage. On balance, the underrepresentation of minorities is proportionally greater than the underrepresentation for women; like women, minorities are particularly underrepresented at the GS/GM 13-15 grade levels.

Military Background. The extent of previous military service among education specialists and related occupational series is not reported as an EEO-related RLF statistic. However, such information was of interest in this study, since it has implications for both the recruiting and professional development of education specialists. Table 9 compares all 17XX series personnel in terms of previous military experience; tables 10 and 11 break this information down by sex and race for NAVEDTRACOM 17XX series personnel.

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[4] 1702 series data should not be compared with DONOL Code 3 representation (RLF) statistics. These data are presented for information only.

TABLE 6. NAVEDTRACOM RACE DISTRIBUTION BY GRADE GROUP WITHIN SERIES BY SEX*

		RACE											
		WHITE			BLACK			HISPANIC			OTHER		
NAVEDTRACOM SERIES	GRADE GROUP	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
	5 - 8	12 (12.5)	49 (51)	61 (63.5)	0	3 (3.1)	3 (3.1)	0	3 (3.1)	3 (3.1)	3 (3.1)	1 (1)	4 (4.2)
1702	9 - 12	16 (16.7)	5 (5.2)	21 (21.9)	2 (2.1)	1 (1)	3 (3.1)	0	0	0	0	1 (1)	1 (1)
(N=96)	13 - 15	0	0	0	0	0	0	0	0	0	0	0	0
	TOTAL	28 (29.2)	54 (56.2)	82 (85.4)	2 (2.1)	4 (4.1)	6 (6.2)	0	3 (3.1)	3 (3.1)	3 (3.1)	2 (2.1)	5 (5.2)
1702 SERIES TOTAL: MEN 33 (34.4) WOMEN 63 (65.6)													
	5 - 8	4 (.9)	13 (2.8)	17 (3.7)	0	2 (.4)	2 (.4)	1 (.2)	0	1 (.2)	0	0	0
1710	9 - 12	232 (50.4)	91 (19.8)	323 (70.2)	9 (2.0)	9 (2.0)	18 (3.9)	2 (.4)	2 (.4)	4 (.9)	4 (.9)	2 (.4)	6 (1.3)
(N=460)	13 - 15	86 (18.7)	2 (.4)	88 (19.1)	0	0	0	0	0	0	1 (.2)	0	1 (.2)
	TOTAL	322 (70)	106 (34.8)	428 (93.0)	9 (2.0)	11 (2.4)	20 (4.4)	3 (.6)	2 (.4)	5 (1.1)	5 (1.1)	2 (.4)	7 (1.5)
1710 SERIES TOTAL: MEN 339 (73.7) WOMEN 121 (26.3)													
	5 - 8	44 (23.7)	1 (.5)	45 (24.2)	1 (.9)	0	1 (.5)	1 (.5)	0	1 (.5)	0	0	0
1712	9 - 12	121 (65.1)	5 (2.7)	126 (4.0)	1 (.5)	0	1 (.5)	2 (1.1)	0	2 (1.1)	1 (.5)	0	1 (.5)
(N=186)	13 - 15	9 (4.8)	0	9 (4.8)	0	0	0	0	0	0	0	0	0
	TOTAL	174 (94.6)	6 (3.2)	180 (96.8)	2 (1.1)	0	2 (1.1)	3 (1.6)	0	3 (1.6)	1 (.5)	0	1 (.5)
1712 SERIES TOTAL: MEN 180 (96.8) WOMEN 6 (3.2)													

*Percents are shown in ( ).

TABLE 7. ALL OTHER DON RACE DISTRIBUTION BY GRADE GROUP BY SEX*

ALL OTHER DON SERIES	GRADE GROUP	RACE											
		WHITE			BLACK			HISPANIC			OTHER		
		M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
1702	5 - 8	25 (29.8)	48 (49.5)	73 (75.3)	0	3 (3.1)	3 (3.1)				3 (3.1)	3 (3.1)	6 (6.2)
	9 - 12	10 (10.3)	5 (5.2)	15 (15.5)	0	0	0		NONE		0	0	0
(N=97)	13 - 15	0	0	0	0	0	0				0	0	0
	TOTAL	35 (36.1)	53 (54.6)	88 (90.7)	0	3 (3.1)	3 (3.1)		NONE		3 (3.1)	3 (3.1)	6 (6.2)
1702 SERIES TOTAL: **MEN 38 (39.2) WOMEN 59 (60.8)**													
1710	5 - 8	1 (.6)	3 (1.8)	4 (2.3)	0	0	0				0	0	0
	9 - 12	99 (57.9)	32 (18.7)	131 (76.6)	3 (1.8)	5 (2.9)	8 (4.7)		NONE		3 (1.8)	2 (1.2)	5 (2.9)
(N=171)	13 - 15	22 (12.9)	1 (.6)	23 (13.4)	0	0	0				0	0	0
	TOTAL	122 (71.4)	36 (21.1)	158 (92.4)	3 (1.8)	5 (2.9)	8 (4.7)		NONE		3 (1.8)	2 (1.2)	5 (2.9)
1710 SERIES TOTAL: **MEN 128 (74.8) WOMEN 43 (25.2)**													
1712	5 - 8	27 (9.8)	6 (2.8)	33 (15.4)	3 (1.4)	0	3 (1.4)	1 (.5)	0	1 (.5)	2 (.9)	1 (.5)	3 (1.4)
	9 - 12	140 (65.4)	7 (3.3)	147 (15.4)	11 (5.1)	1 (.5)	12 (5.6)	1 (.5)	0	1 (.5)	6 (2.8)	0	6 (2.8)
(N=214)	13 - 15	6 (2.8)	1 (.5)	7 (3.3)	0	0	0	1 (.5)	0	1 (.5)	0	0	0
	TOTAL	173 (80.8)	14 (6.5)	187 (87.4)	14 (6.5)	1 (.5)	15 (7)	3 (1.4)	0	3 (1.4)	8 (3.7)	1 (.5)	9 (4.2)
1712 SERIES TOTAL: **MEN 198 (92.5) WOMEN 16 (7.5)**													

*Percents are shown in ( ).

TABLE 8. TOTAL RACE DISTRIBUTION FOR NAVEDTRACOM/ALL OTHER DON BY GRADE GROUP BY SEX*

		WHITE			BLACK			HISPANIC			OTHER		
		M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
NAVEDTRACOM ALL SERIES (N=760)	GRADE GROUP												
	5 - 8	61 (8)	77 (10.1)	138 (18.2)	1 (.1)	7 (.9)	8 (1.1)	2 (.3)	4 (.5)	6 (.8)	3 (.4)	1 (.1)	4 (.5)
	9 - 12	369 (48.6)	101 (13.3)	470 (61.8)	12 (1.6)	10 (1.3)	22 (2.9)	4 (.5)	2 (.3)	6 (.8)	5 (.7)	3 (.4)	8 (1.1)
	13 - 15	95 (12.5)	2 (.3)	97 (12.8)	0	0	0	0	0	0	1 (.1)	0	1 (.1)
	TOTAL	525 (69.1)	180 (23.7)	705 (92.8)	13 (1.7)	17 (2.2)	30 (40)	6 (.8)	6 (.8)	12 (1.6)	9 (1.2)	4 (.5)	13 (1.7)
ALL OTHER NAVY ALL SERIES (N=518)													
	5 - 8	53 (10.2)	77 (14.9)	130 (25.1)	4 (.8)	5 (1)	9 (1.7)	1 (.2)	0	1 (.2)	6 (1.2)	6 (1.2)	12 (2.3)
	9 - 12	250 (48.3)	46 (8.9)	296 (57.1)	14 (2.7)	6 (1.2)	20 (3.9)	1 (.2)	0	1 (.2)	10 (1.9)	2 (.4)	12 (2.3)
	13 - 15	34 (6.6)	2 (.4)	36 (7)	0	0	0	1 (.2)	0	1 (.2)	0	0	0
	TOTAL	337 (65.1)	125 (24.1)	462 (89.2)	18 (3.5)	11 (2.1)	29 (5.6)	3 (.6)	0	3 (.6)	16 (3.1)	8 (1.5)	24 (4.6)

*Percents are shown in ( ).

TABLE 9. COMPARISON OF MILITARY BACKGROUND BY SERIES IN NAVEDTRACOM AND ALL OTHER DON

	SERIES			
	1702	1710	1712	TOTAL
NAVEDTRACOM (N=760)				
No Military Background	74 (64.9)	183 (39.8)	21 (11.3)	278
Military Background	40 (35.1)	277 (60.2)	165 (88.7)	482
ALL OTHER DON (N=505)				
No Military Background	69 (57.3)	73 (42.7)	44 (20.6)	186
Military Background	51 (42.5)	98 (57.3)	170 (79.4)	319

TABLE 10. COMPARISON OF MILITARY BACKGROUND BY SEX AND GRADE GROUP FOR ALL SERIES IN NAVEDTRACOM (N=760)

	GRADES	MEN (N=553)	WOMEN (N=207)	TOTAL
No Military Background	5 - 8	8 (1.4)	80 (38.6)	88
	9 - 12	75 (13.6)	102 (38.6)	177
	13 - 15	12 (2.2)	1 (.5)	13
	TOTAL	95 (17.2)	183 (88.4)	278 (36.6)
Military Background	5 - 8	59 (10.7)	9 (4.4)	68
	9 - 12	315 (57.0)	14 (6.8)	329
	13 - 15	84 (15.2)	1 (.5)	85
	TOTAL	458 (82.8)	24 (11.6)	482 (63.4)

TABLE 11. COMPARISON OF MILITARY BACKGROUND BY MINORITY AND GRADE GROUP FOR NAVEDTRACOM (N=758)

		PRIOR MILITARY SERVICE	
	GRADE GROUP	NONE (N=276)	YES (N=482)
ALASKAN/INDIAN	5 - 8	0	0
	9 - 12	2	0
	13 - 15	0	0
	TOTAL	2 (100)	0
ASIAN	5 - 8	0	3
	9 - 12	2	3
	13 - 15	1	0
	TOTAL	3 (33.3)	6 (66.7)
BLACK	5 - 8	6	2
	9 - 12	13	9
	13 - 15	0	0
	TOTAL	19 (63.3)	11 (36.7)
HISPANIC	5 - 8	2	4
	9 - 12	3	3
	13 - 15	0	0
	TOTAL	5 (41.7)	7 (58.3)
WHITE	5 - 8	79	59
	9 - 12	156	314
	13 - 15	12	85
	TOTAL	247 (35.0)	458 (65.0)

In the 1710 and 1712 series, both within NAVEDTRACOM and among other DON activities, the percentage of personnel who have military backgrounds is substantially higher than the percentage of those who do not. This condition is reversed in the 1702 series. In all grade groups within NAVEDTRACOM, considerably more men have had military service than those who have not; in no grade group does the percentage of women with prior military service exceed the percentage of those without such prior service. Among 17XX minority representatives in NAVEDTRACOM, less than half have had prior military service (24 of 53); among majority members, almost twice as many people do show prior service as do not (458 of 705). Although the numbers are too small for meaningful conclusions to be drawn, approximately the same proportions apply within the 1710 community.

Age and Time in Service (TIS). Tables 12 and 13 provide age and time in service information for men and women and minority racial groups, by series, for NAVEDTRACOM and all other DON activities. Table 3 included data describing the frequency of age/TIS ranges for 17XX series personnel.

The average age and average length of Federal service is greater for men than for women in every instance. In most cases, the difference is substantial. In general, NAVEDTRACOM personnel are older and have accumulated more time in service than personnel from other DON activities. Among series, 1712 personnel are oldest and have accumulated the greatest amount of time in service. It may be expected that the technical/military knowledge/experience requirement emphasized in the 1712 series accounts for the greater age/TIS numbers.

Among minorities for whom sufficient descriptive data exist, Blacks are substantially younger and have fewer years of Federal service than other groups; similarly, 1710 Black personnel are younger than Blacks in other 17XX series, while Hispanics and Asians tend to reflect the norms of those communities. Whether these data suggest improvement in equal employment opportunity for Blacks in this series or merely a population anomaly can not yet be determined. Because age and TIS are lower than those of other minority groups, this difference, coupled with the relatively high percentage of Blacks recruited through the intern program, suggests an upsurge of younger Blacks in the series generated, in part, by that program.

SPECIAL PROGRAMS. Data describing two special populations were acquired from cognizant CNET staff offices and reviewed to establish their potential impact, if any, on the design of an EEO enhancement program for NAVEDTRACOM women and minorities.

The Intern Program. During the period 1973 to 1976, the CNET established and managed a centrally-administered program designed to recruit and prepare 1710 series personnel to replace the increased number of education specialists anticipated to retire beginning in 1975. Of 73 interns completing training, 65 (89 percent) are still employed in government service. Of the 73, 60 (82.2 percent) are employed in DON and 48 (65.8 percent) hold billets in the NAVEDTRACOM.

Applicants selected for the intern program entered Federal service at the GS-5 or 7 level and most were promoted at least once as interns.[4] As part of their training program, interns were expected to move between commands or activities. Nearly all did so, although data were not acquired during this study which would document the extent of their mobility. As of December 1981, some 25 intern program graduates had left NAVEDTRACOM activities, and 7 of the 65 graduates in DON had changed from the GS-1710 to another series.

[4] At that time, it was possible for CNET to obtain intern education specialists under direct hiring authority from the Mobile area U.S. Civil Service Commission office. Now, all entry level hiring must be accomplished through an education specialist register maintained by the Albuquerque, New Mexico OPM Regional Office.

TABLE 12. AVERAGE AGE/TIS FOR 17XX SERIES BY SEX FOR NAVEDTRACOM/ALL OTHER DON

		AVERAGE AGE IN YEARS (N)					
		NAVEDTRACOM (N=760)			ALL OTHER DON (N=518)		
		MALE (N=553)	FEMALE (N=207)	AVERAGE	MALE (N=374)	FEMALE (N=144)	AVERAGE
SERIES							
1701		- -	- -	- -	45.0 (8)	43.0 (4)	44.3 (12)
1702		49.6 (34)	42.4 (80)	44.5 (114)	48.1 (40)	41.8 (81)	43.9 (121)
1710		48.3 (339)	40.9 (121)	46.4 (460)	45.7 (128)	38.3 (43)	43.8 (171)
1712		50.8 (180)	45.2 (6)	50.6 (186)	46.4 (198)	44.4 (16)	46.2 (214)
	AVERAGE	49.2 (553)	41.6 (207)	47.1 (760)	46.3 (374)	41.0 (144)	44.8 (518)
		AVERAGE TIME IN SERVICE IN YEARS					
1701		- -	- -	- -	17.9 (8)	7.2 (4)	14.3 (12)
1702		14.8 (34)	12.3 (80)	13.3 (114)	14.3 (40)	12.1 (81)	12.8 (121)
1710		16.7 (339)	9.9 (121)	14.9 (460)	14.4 (127)	6.9 (43)	12.5 (170)
1712		15.0 (180)	11.8 (16)	14.9 (186)	15.5 (198)	10.9 (16)	15.1 (214)
	AVERAGE	15.1 (553)	10.9 (207)	14.7 (760)	15.0 (374)	10.3 (144)	13.7 (518)

TABLE 13. AVERAGE AGE/TIS FOR 17XX SERIES BY RACE FOR NAVEDTRACOM/ALL OTHER DON

	AVERAGE AGE IN YEARS (N)					
	NAVEDTRACOM (N=758)			ALL OTHER DON (N=503)		
RACE	GS-1710 (N=459)	ALL OTHER SERIES (N=299)	TOTAL 17XX	GS-1710 (N=167)	ALL OTHER SERIES (N=336)	TOTAL 17XX
ALASKAN/INDIAN	30.0 (1)	32.0 (1)	31.0 (2)	44.0 (1)	43.0 (1)	42 (2)
ASIAN	46.8 (5)	49.5 (4)	48.0 (9)	--	46.5 (7)	46.7 (7)
BLACK	38.2 (20)	43.0 (10)	39.8 (30)	35.2 (8)	42.0 (21)	40.1 (29)
HISPANIC	42.6 (5)	48.4 (7)	46.0 (12)	--	42.7 (3)	42.7 (3)
WHITE	46.8 (428)	45.0 (277)	47.5 (705)	44.3 (158)	45.7 (304)	45.2 (462
MEAN	46.5 (459)	48.0 (299)	47.1 (758)	43.9 (167)	45.4 (336)	44.9 (503)
	AVERAGE TIME IN SERVICE (IN YEARS)					
ALASKAN/INDIAN	4.0 (1)	14.0 (1)	9.0 (2)	8 (1)	23.8 (1)	15.9 (2)
ASIAN	20.8 (5)	11.7 (4)	16.8 (9)	--	12.1 (7)	12.1 (7)
BLACK	10.0 (20)	13.2 (10)	11.0 (30)	9.9 (8)	15.4 (21)	13.9 (29)
HISPANIC	18.4 (5)	14.1 (7)	15.9 (12)	--	9.7 (3)	9.7 (3)
WHITE	15.0 (428)	14.5 (277)	14.8 (705)	12.5 (157)	13.6 (304)	13.2 (461)
MEAN	14.9 (459)	14.4 (299)	14.7 (758)	12.4 (167)	13.7 (336)	13.3 (502)

A relatively large proportion of interns were either or both women and minority. The EEO profile of the 60 intern graduates currently employed by DON includes 20 (33.3 percent) minority members and 26 (43.3 percent) women who entered Federal service through this program. Data describing the EEO characteristics by grade group, of 52 interns for whom PADS data were available, are provided in tables 14 and 15. These data show that the intern program has produced proportionally higher percentages of women and minorities than the rest of the NAVEDTRACOM population who entered federal service from other sources. The data also suggest that intern program graduates are competitive when seeking promotion in that both women and minority intern program graduates have done as well in obtaining promotions as have men and majority intern program graduates. Also of interest is the fact that although among majority intern members men outnumber women, among minority graduates, women outnumber men by about two to one.

The Navy Campus for Achievement. Members of a major subgroup of the education specialist population within NAVEDTRACOM serve as program advisors or coor-dinators in NCFA. Navy Campus for Achievement employees provide educational program counseling to all Navy personnel and many of their job functions are academically oriented. The study reviewed the EEO characteristics of this group because this kind of job was hypothesized to be more attractive to people with teaching and/or counseling experience. Such jobs have traditionally been held by a high proportion of women.

Review of available data, however, revealed that personnel in NCFA assignments reflect the same EEO characteristics as the GS-1710 series as a whole. Tables 16 and 17 show only minor percentage differences between men and women employed in NCFA jobs and all other 1710 personnel. Similarly, little difference exists between the total minority group composition in NCFA and that of other 1710 personnel, although specific race percentages vary slightly between the two groups.

EEO BARRIER IDENTIFICATION AND ANALYSIS

The effort to identify barriers to education specialist EEO goal attainment uncovered two different perspectives from which such barriers might be viewed. The first focuses on personnel/procedures and suggests that EEO goal attainment requires identification and investigation of specific obstacles to the hiring and promoting of a targeted population. This position implies that specific inequities can be overcome by specific actions. Through the AAP process, for example, NAVEDTRACOM organizations have identified specific obstacles to EEO for all civilian personnel, including 1710s, and initiated specific actions to overcome those obstacles.

The second viewpoint posits that there are no EEO barriers per se. Equal employment opportunity goals will be achieved if a manager pursues those goals aggressively, is patient upon encountering administrative delays, and does not become frustrated by conflicting government policies. This position focuses on management/leadership, assumes that a manager has the authority to make decisions that support EEO goal attainment, and would exercise that authority as a matter of course.

TABLE 14. INTERN PROGRAM GRADUATES BY GRADE GROUP BY SEX FOR NAVEDTRACOM/ALL OTHER DON (N=1,236)

	NAVEDTRACOM (N=742)				ALL OTHER DON (N=494)			
	INTERN (N=41)		NON-INTERN (N=701)		INTERN (N=11)		NON-INTERN (N=483)	
GRADE	M	F	M	F	M	F	M	F
5 - 8	0	1	66	71	0	0	62	66
9 - 12	20	19	370	97	8	3	267	51
13 - 15	1	0	95	2	0	0	35	2
	21 (51.2)	20 (48.8)	531 (75.1)	170 (24.3)	8 (72.7)	3 (27.3)	364 (75.4)	119 (24.6)

	M	F	TOTAL
INTERN	29 (55.8)	23 (44.2)	52
NON INTERN	895 (75.6)	289 (24.4)	1,184

TABLE 15. INTERN PROGRAM GRADUATES BY GRADE GROUP BY RACE FOR NAVEDTRACOM/ALL OTHER DON (N=1,260)

		NAVEDTRACOM (N=743)		ALL OTHERS (N=518)	
		INTERN (N=41)	NON-INTERN (N=702)	INTERN (N=11)	NON-INTERN (N=507)
ALASKAN/	5 - 8		2		
INDIAN	9 - 12				2
(N=4)	13 - 15				
ASIAN	5 - 8		3		5
(N=15)	9 - 12		5		1
	13 - 15		1		
BLACK	5 - 8		6		9
(N=57)	9 - 12	6	16	3	17
	13 - 15				
HISPANIC	5 - 8		5		1
(N=14)	9 - 12	1	5		1
	13 - 15				1
WHITE	5 - 8	1	122		130
(N=1,152)	9 - 12	32	438	5	291
	13 - 15	1	96		36
OTHER	5 - 8		1		5
(N=19)	9 - 12		1	3	8
	13 - 15		1		0
		41	702	11	507
MINORITY		7(17.1)	46(6.6)	6(54.9)	50.(9.9)
MAJORITY		34(82.9)	656(93.4)	5(45.5)	457(90.1)
		41	702	11	507
COMBINED MINORITY		13(25.0)		96(7.9)	
COMBINED MAJORITY		39(75.0)		1,113(92.1)	
		52		1,209	

TABLE 16. 1710s BY SEX FOR NCFA/ALL OTHER DON

	MALE	FEMALE	TOTAL
NCFA	66 (72.5)	25 (27.5)	91
ALL OTHER DON	401 (74.3)	139 (25.7)	540

TABLE 17. 1710s BY RACE FOR NCFA/ALL OTHER DON

	ALASKAN/ INDIAN	ASIAN	BLACK	HISPANIC	WHITE	OTHERS	TOTALS
NCFA	0	3 (3.3)	1 (1.1)	3 (3.3)	83 (91.2)	1 (1.1)	91
ALL OTHER DON	2 (.3)	2 (.3)	27 (5.0)	2 (.3)	503 (93.1)	4 (.7)	540
TOTALS	2 (.3)	5 (.8)	28 (4.4)	5 (.8)	586 (92.9)	5 (.8)	631

Study results offer support for both perspectives, and barriers identified from either must be considered. Six general barriers to EEO are presented and discussed below. Each has elements of both perspectives, although primary focus usually is either procedural or managerial. Their combined presence makes the EEO goal attainment for education specialists complex as well as difficult.

BARRIER 1: CONFLICT BETWEEN MISSION AND EEO GOAL ACCOMPLISHMENT. No one would suggest that a manager should not be oriented toward achieving the mission of his or her organization. That, after all, is what a manager is hired to do. The merit promotion system is designed to give a manager, whether civilian or military, the best possible people with whom he/she can accomplish the work of the organization.

A conflict between accomplishing that mission and meeting EEO objectives can arise if the work of the organization requires, or is perceived to require, personnel with backgrounds or experience most women and minorities do not possess. To managers facing limited money for training and continuous pressure to meet deadlines, it will seem unproductive to train one person to perform a job that another person can already do--and do well.

An education specialist's credibility is largely a function of his or her ability to contribute to operational or mission readiness. Lack of this ability, regardless of other assets, lowers credibility. Civilian employees, and applicants for jobs, who can "speak the language," or decrease this credibility gap in other ways, have a distinct advantage over ones who cannot. Traditionally, this kind of experience has most often been found in armed forces veterans or defense industry employees who were, by and large, white men.

For DON and NAVEDTRACOM minority and women education specialists, the problem is exacerbated because it occurs in a military environment. For the military, an operational, combat-ready existence is essential. Well-prepared subordinates are essential to success and, in some cases, even survival may depend on an immediate high level of experience. The importance of a social change such as EEO, particularly when training time is required, is subordinate to operational readiness in the minds of many supervisors.

Lack of credibility can be a particularly difficult problem for women, most of whom do not have a military background, and for those managers unaccustomed to working with women. With proper orientation, supervision, and training, lack of operational experience can be dealt with on the job, but this process takes time during which readiness may suffer. On-the-job training (OJT) is generally acceptable for familiarization training; long-term training, intended to develop technical expertise in the inexperienced employee, requires sacrifice of both time and operational resources, and may not be realistic despite its potential for long-term positive benefits.

Institutional credibility is a factor particularly affecting minority personnel. There is a historical, partially accurate, perception that graduates from predominately minority universities may not, on the average, be as prepared as either majority or minority graduates from other universities. In addition, minority schools are often viewed as less likely to have education programs which emphasize the kinds of skills (e.g., instructional systems development) needed by the Navy education specialist to do an effective job. These circumstances contribute to the element of perceived risk associated with recruiting or hiring minority employees.

Credibility factors such as these can be addressed, at least partially, through preparatory training. One advantage of the use of training for credibility is that it meets the barrier directly. All employees in a given category (e.g., recent hires, new supervisors) usually require certain kinds of training. Additionally, each individual has weaknesses which training can help eliminate. If women and minority education specialists can normally be expected to require such training, management must determine what kind of training is appropriate and commit resources to support it.

In talking about strategies which will help women attain job equality with men, Kanter, an authority on EEO strategies for industry, says:

> It is important to develop and employ strategies that are issue-centered rather than group-type-centered, for not all women are disadvantaged in quite the same way,

> and some men also suffer from existing system inequities, so that strategies which help some men but benefit the bulk of women are more likely, in the long run, to fulfill the concern for equity and fairness and to win acceptance more broadly in the organization (Ratner, 1980, p. 321).

In order to encourage Managers to determine what kind of training is appropriate and commit resources to support it, it is necessary both to reaffirm to them top level commitment to EEO goals, and to give them the information required for them to accomplish it. There are many ways to emphasize the commitment of the CNET and his immediate subordinates to EEO goals--published interviews, personal letters and visits dedicated to the subject, and provision for special awards are among them.

To provide the knowledge, a more formal training program, which can be tailored to local needs, is desirable. There already exists a mechanism for providing all NAVEDTRACOM managers and supervisors with required EEO training through CNET 016, and because of the universal usefulness of training in the particular techniques of providing training (and/or professional development), it would be helpful to make this the required EEO training for one year. Other useful techniques for managers and supervisors to know with regard to hiring and promoting (see Barrier 6) should also be included.

CNET Instruction 12950.2, currently planned for revision, which deals with a Career Development Plan for Education Specialists, and a new instruction on training for civilian employees (in process) to be published first as a CNETSTAFFINST, and later as a CNET INST, both contain information on training that could be valuable to managers and supervisors.

A second way to minimize the credibility gap is to recruit women and minorities who have the desired background. Larger numbers of these groups are now working in the Navy's operational environment and many can satisfy minimum requirements to become an education specialist. As an example, of the 30 officers now enrolled in the Education and Training Military Subspecialty (ETMS) Code (XX37) program, nine are women. As these people retire or separate from the Navy, they become a potential source of education specialists; however, some sort of effort should be established to publicize the opportunity. The use of this kind of source will increase the general credibility of the 1710 community as a whole, while minimizing the requirement for training.

BARRIER 2: DECENTRALIZED PROFESSIONAL COMMUNITY. Education specialists serve in a wide variety of jobs at virtually every command and activity within NAVEDTRACOM. In some commands, they comprise the largest group of civilian employees; in others, one education specialist may serve several organization units. Regardless of assignment, however, a NAVEDTRACOM education specialist is organizationally responsible to a specific command or activity in the chain of command headed by the CNET. The head of such an activity has been delegated sole responsibility for certain civilian personnel actions involving the 1710 (e.g., hiring, promotion) and may provide support for others (e.g., professional development). This decentralized structure places accountability for every education specialist at the lowest possible level and establishes the authority for that responsibility at the same level.

Military organizations bring together a variety of occupations within a single activity to focus on the achievement of a specific mission; such structure does not support a focus on a single occupation that crosses many activities, for to do so would lead to a parallel chain of authority and a probable conflict between the two.

The implications of this condition to enhancement of EEO within the 1710 community was recognized in the carefully worded statement tasking this study. The task was not to focus on education specialists, per se, as the source of change, but rather to design a program "to encourage managers" within NAVEDTRACOM to address personnel actions regarding education specialists with a greater sensitivity for EEO requirements. At the same time, however, there is a strong, natural tendency to focus NAVEDTRACOM EEO efforts, particularly in the area of professional development, on the occupation as a whole. Education specialists are, after all, a relatively large and visible group of persons who all have satisfied predetermined criteria. The net effect of focusing EEO efforts on an occupational series, however, might be the establishment of some sort of different--and competitive--organizational structure. At best, such competition would cause confusion; at worst, command integrity would be destroyed.

All of these factors--decentralized organizational structure, geographic dispersion, variety of tasks, and multiplicity of career ladders that has emerged from this variety--combine to mitigate against EEO enhancement within the 1710 community when such efforts are focused on that group as an entity within NAVEDTRACOM. Nevertheless, the Principal Civilian Advisor on Education and Training (Code 00A) to the CNET, who is also the senior education specialist in the Navy, is tasked to provide "overall guidance and leadership for the continuing career development of the Navy's Education Specialist community." A part of that function involves the career development enhancement for women and minorities.

The development and use of a data base describing 1710 community EEO characteristics would be an essential element in accomplishing this task. Such a data base is available in the PADS. The EEO data in this report and in the CNET's Transition Period AAP Report, will serve as a baseline profile of 1710 EEO characteristics. These data must be updated periodically so professional series trends can be noted. Other data systems may also prove useful. CNET is currently examining several of these including the recently developed CNET Automated Manpower and Personnel Resource System (CAMPERS) for future use.

Successful guidance in career development efforts is facilitated by the use of accurate work-forces profile data. When these data show EEO progress or problems, the Principal Civilian Advisor may send representatives to the field to examine causes and to applaud or alert responsible line organization personnel.

BARRIER 3: LIMITED ACCOUNTABILITY FOR MEETING EEO GOALS. NAVEDTRACOM EEO directives establish the methodology for adherence to legal requirements and suggest measures of accountability. By and large, these measures are ineffective. The reshaping of the education specialist work force to include more women and minorities requires strong upper echelon support for midlevel managers who may be required or perceive themselves to be required to take risks that could significantly affect their organization or their careers. The force of personal interest in EEO goal achievement at all organizational levels by all NAVEDTRACOM leaders is essential to ensure that "lessons learned" in the past will be used in new and different situations with new and different people. Managers must receive clear and unequivocal direction, including statements of accountability, from those with the authority to enforce such statements. Asking that managers and supervisors of education specialists focus their EEO efforts on that community can be part of that direction. For civilian members of the Merit Pay System (MPS), this can be done through the EEO goal required of them.

BARRIER 4: COMPETING GOVERNMENT POLICY: Government policy aimed at helping different disadvantaged groups gain equal employment opportunity often does not result in equal treatment for all groups or smooth functioning of EEO programs.

The primary example of conflicting government policies is the incompatibility between AAPs designed to help women and minorities and similar programs to assist veterans. To a lesser extent, competition with programs for the handicapped and several provisions of the Privacy Act also impede EEO efforts for women and minorities.

Conflicts with Veterans. The mechanisms by which EEO goals are pursued are different for women and minorities than for veterans. In the former case EEO goals are pursued with a view toward changing managers' attitudes and actions concerning hiring, promoting, and providing professional development. Behavioral change is tracked through data collection and analysis and maintaining comparisons of work-force profiles and relevant statistics from the population as a whole.

Selected categories of veterans, on the other hand, are supported in their "bid" for Federal employment by "extra points" in the applicant evaluation process. The manager is not required to meet employment goals for minorities and women if a list of employees obtained through a personnel system is structured according to Federal law to offer preference to certain veterans. Prior to December 31, 1976, the primary requirement for qualification for the five point preference (service, but no disability) in Federal employment application was completion of 181 days of service and discharge under honorable conditions. Subsequent to 1976 only those veterans who participate in actual military campaigns are authorized five preference points. Since passage of the Civil Service Reform Act of 1978, the qualifications are restricted further. Retired officers 0-4 and above, are excluded from five point consideration. Disabled veterans, however, still continue to receive 10 points.

The detrimental impact of veterans preference on AAPP goals for women who, by and large, are not veterans remains high, but there is one important indication this may begin to abate for the NAVEDTRACOM GS 5-9 education specialist positions in the near future. Table 18 contains the number of NAVEDTRACOM education specialists by grade and age groups. Age groups are slightly modified from previous tables in order to compare this data with the veterans population projections contained in table 19. Twenty-five percent of all NAVEDTRACOM GS 5-9 1710 series education specialists are 34 or younger and 55 percent are 39 or younger. The number of veterans 34 or younger and qualified for the five point preference is in significant decline and projected to continue to decline barring U.S. involvement in future military action. The 35-39 age group is also expected to decline starting in the 1984-85 timeframe. Some higher age groups will experience increases over the next decade as the bulk of Vietnam veterans age. The figures in table 19 demonstrate that veteran preference will probably have a differential effect on NAVEDTRACOM education specialist hires during the next decade. The impact on lower position hires (GS 5-9) should diminish as these jobs tend to be held by predominantly younger people. As the Vietnam veterans advance in age, however, there will be an increase in applications from five point veterans for mid and senior level positions. Thus, it will be more difficult to fulfill AAPP goals for women in those positions.

TABLE 18. NUMBER OF NAVEDTRACOM EDUCATION SPECIALISTS (SERIES 1710) BY GRADE AND AGE GROUP

	GRADE								
AGE	5	7	9	10	11	12	13	14	15
25-29	-	3	6	-	3	1	-	-	-
30-34	2	2	15	-	13	10	-	-	-
35-39	1	6	26	-	23	27	6	-	-
40-44	1	-	13	1	22	20	12	1	-
45-49	3	1	9	-	12	19	6	4	-
50-54	-	-	11	-	16	23	21	6	-
55-59	-	-	9	-	14	23	10	6	-
60+	-	1	3	-	11	21	10	6	1

TABLE 19. PROJECTED NUMBER OF VIETNAM ERA AND PREVIETNAM ERA VETERANS BY AGE (IN THOUSANDS) AS OF SEPTEMBER 30, 1982

	AGE							
YEAR	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64
1982	1,216	2,949	3,522	2,577	2,663	3,528	4,320	4,003
1983	878	2,441	3,634	2,693	2,518	3,440	4,077	4,147
1984	578	2,066	3,840	2,819	2,454	3,252	3,847	4,237
1985	299	1,794	3,726	3,026	2,398	3,015	3,657	4,228
1986	87	1,547	3,379	3,327	2,428	2,814	3,474	4,086
1987	12	1,219	2,949	3,564	2,575	2,583	3,336	3,938
1988	-	878	2,441	3,812	2,690	2,447	3,258	3,719
1989	-	576	2,067	3,884	2,814	2,389	3,081	3,513
1990	-	296	1,797	3,771	3,022	2,337	2,856	3,346
1991	-	86	1,552	3,425	3,323	2,368	2,669	3,186
1992	-	12	1,228	2,998	3,558	2,515	2,451	3,065

*Source: Projected Veteran Population by Age and Period of Service, Alternate XV (In Thousands), Office of Reports and Statistics, Statistical Review and Analysis Division, Veterans Administration

The data in tables 18 and 19 suggest that NAVEDTRACOM managers attempting to reach AAPP goals for women education specialists target entry level and GS-9 positions by (1) recruiting designed to reach a younger population, (2) keeping positions low in grade in order to attract lower age group personnel which will be increasingly void of five point veterans, and (3) developing those personnel hired so that they can compete favorably when they enter the larger population of 35-60 year olds occupying and seeking advancement in the mid and senior level positions. A greater proportion of those individuals will be five point veterans. The present appears to be a particularly favorable time to consider developing and using the lower positions of a trainee program for this purpose. In addition, the use of multiple opening announcements when possible facilitates selection of nonveterans without penalty to veterans. Attempts to circumvent the Federal personnel system in order to "reach" qualified nonveterans should not be encouraged. Not only is this action of questionable ethical foundation, but it is based on the stereotype of the five point veteran as an older World War II or peacetime veteran who has already received sufficient benefits from his initial sacrifice. There are data to suggest otherwise. Table 20 contains the number of Federal hires from 1976 to 1981 with the proportion of veteran and nonveterans hired and, of those veterans hired, the percentage of Vietnam era veterans. Veteran hires in the civilian Federal work force comprise about one-fifth of the hires, but of those veterans hired approximately three-fourths are Vietnam era veterans. These veteran figures include all 10 point disabled veteran hires.

TABLE 20. TOTAL NEW VIETNAM AND VIETNAM VETERAN FEDERAL HIRES FROM FY 1976-1981

	76	77	78	79	80	81
Total New Hires	400,635	399,056	423,037	377,319	452,723	372,463
Veteran Hires	87,927	87,875	88,120	83,532	102,195	83,936
Vietnam Veteran Hires	61,985	63,824	65,145	64,297	77,325	62,213
Percentage of Veteran Hires	21.9	22.0	20.8	22.1	22.6	22.5
Percentage of Veteran Hires Comprised of Vietnam Era Veterans	70.5	72.6	77.0	77.0	75.7	74.1
Percentage of Veteran Hires Comprised of Pre-Vietnam Era Veterans	29.5	27.4	23.0	23.0	24.3	25.9
Percentage of Nonveteran Hires	78.0	78.0	79.2	77.9	77.4	77.5

*Source: Veteran Employment Program Division, Office of Personnel Management

A short term solution to the problem of competition from veterans is to recruit women and minorities who are veterans.

Three universities were contacted during this study to see to what extent they had students who were both veterans and becoming qualified as education specialists. These schools were selected to represent a school carrying the ETMS curriculum (University of West Florida), a black school (Florida A&M University), and a school noted for its instructional technology program (Indiana University). The numbers of veteran students specializing in areas of education useful to the Navy are small; yet, they do exist and an individual manager or supervisor may do well to investigate this as a source of applicants to recruit either at local schools or at ones producing graduates with particular specialities required by his/her department since women and minority veterans could compete effectively with other veterans on Federal registers.

Related to this, U.S. Navy officers holding an ETMS Subspeciality were categorized to determine potential interest in the education specialist career field. A list of all officers with the subspecialty on 24 July 1982 (N=739) was obtained. First, all officers with T-(training), R-(proven experience), and S-(experience) coded subspecialities were eliminated because it was assumed most of them would not have the 24 credits in education required to be an education specialist. Of those remaining, those nonreserve officers at the rank of lieutenant commander or above were eliminated. (Since their retirement pay would be reduced if they came back to work for the Navy as civilians after retirement, it was presumed that most of them would prefer to work elsewhere.) This leaves a total of 36 officers holding the ETMS subspecialty who could qualify as education specialists and who would not lose retirement benefits if they did join Federal service. Of these 36, it cannot be assumed that most are women and/or minorities or that they are interested in leaving the Navy.

This suggests that keeping track of these people through a centralized system would not yield sufficient women and minority veteran applicants to justify the system's existence. However, as tables 10 and 11 show (pp. 33-34), 63.4 percent of NAVEDTRACOM 17XX series personnel have a military background including some women and members of all minority groups. Therefore, individual managers and supervisors may be able to identify individual women and minority officers and enlisted personnel who, despite retention efforts, intend to leave the service when their commitment ends and encourage them to become qualified as education specialists (if they are not already so). Such people are uniquely qualified for many positions within NAVEDTRACOM and by simply being alert to the opportunity and providing encouragement, a supervisor may gain highly qualified women and minority education specialists who could compete successfully on a register because of their veteran status.

Conflicts with the Handicapped. Affirmative action programs for the handicapped are examples of programs which, while worthwhile in themselves, compete in uncoordinated ways with EEO AAPs. If a handicapped person is a disabled veteran, he or she has an advantage over any other handicapped or nonhandicapped woman or minority competing for a job. Given the option of hiring a woman, a minority, or a handicapped white male, a manager cannot determine which has priority or, more fundamentally, which AAPP should be given emphasis.

Problems of Privacy. A person's right to privacy deters EEO goal attainment in a different way. OPM Form 1386 (10/79) requests information from applicants that is needed to pinpoint which part of the employment process--recruiting, hiring, or promoting--requires emphasis for EEO goal attainment. Filling out this form is not mandatory; a person has the right not to disclose this information. Examination of the files of eight merit promotion announcements for education specialists revealed that a majority of applicants do not submit the form.

Without these basic data, EEO will be largely hit-and-miss. For example, a measure that would answer the question "Is FEORP working?" is the number of women and minority applicants for positions. This and similar information is only now beginning to be collected within NAVEDTRACOM, and its analysis should provide direction to future efforts, including a measure of the success of different strategies.

BARRIER 5: COMPETITION WITH OTHER EMPLOYERS. Most people who have the qualifications to become a DON education specialist do not start their academic preparation with the intention of becoming one. By and large they are pursuing careers in teaching or educational administration at secondary schools or colleges. A smaller number plan to work for private industry as instructional designers or developers. Information about the education specialist career field should be presented to potential women and minority applicants so as to interest some in pursuing it early enough to permit them to tailor their educational programs to include required skills and knowledges. This does not necessarily mean an active recruiting process but rather providing an awareness of opportunity. EEO experts have suggested that this be done regardless of the current hiring outlook for education specialists, since it is a relatively inexpensive procedure and can create a more positive image of the education specialist career field.

Recruiting is the first area in which we compete with other employers for capable employees and one for which managers and supervisors share the responsibility with CPOs for completing. Since recruiting is the first step toward hiring, it is important for managers and supervisors to have the knowledge and tools for accomplishing the job.

Three DON civilian career fields (engineering, financial management, and personnel management) have centralized recruiting efforts at the entry level and those efforts are often tied to an active, centrally coordinated intern program as well. Publicity, application and interview, and placement in the intern program are coordinated to provide the new employee a professional image and sense of direction. This process aids in competition with the private sector. By comparison, if a potential education specialist receives assistance in understanding and coping successfully with the Federal Register system, it is due largely to luck. Providing accurate and coherent direction and assistance regardless of candidate status, is essential to maintaining the kind of attitude that will attract the most qualified applicants.

Recruiting need not be limited to entry level and/or recent college graduates. As previously noted, Naval officers and enlisted personnel leaving the military with an ETMS background or experience in NAVEDTRACOM are an excellent recruitment source. These people offer military training experience, and thus have an immediate credibility that people outside government often do not have. We must let such persons know the opportunities and benefits of working for the Federal government as members of the 17XX series.

BARRIER 6: INEFFICIENT UTILIZATION OF CIVILIAN PERSONNEL OFFICES. Civilian personnel procedures applicable to the hiring and career development of education specialists are complex. New supervisors/managers, particularly active duty personnel coming in contact with civilian personnel policy for the first time, may not have sufficient knowledge to apply these procedures effectively. This is particularly true with regard to EEO policies and procedures, where even experienced managers sometimes have difficulty.

Problems in personnel recruiting and hiring include:

- inadequate lead time for broad-based recruiting
- unfamiliarity with EEO and personnel matters (particularly of civilian personnel procedures by military managers)
- inconsistent use of and limited access to FEORP applicant supply files
- variability in the degree of coordination between hiring officials and classifiers resulting in (1) lack of precision in pertinent documents and procedures (e.g., position descriptions, vacancy announcements and rating procedures) and (2) lack of familiarity by classifiers of the variety and scope of organizational functions assigned to education specialists.

On one hand, managers and supervisors should know enough about hiring and promoting to carry out personnel functions responsibility. On the other hand the CPO is the expert in applying civilian personnel policy to help achieve EEO goals. Attempts to record "lessons learned" in this process for utilization by supervisors would be time consuming and an inappropriate extension of the manager's role. Instead, he or she should learn how to use the CPO to accomplish EEO goals. Greater management understanding of the personnel process should result from a close working relationship with the supporting CPO, rather than from developing competing expertise.

SECTION IV

CONCLUSIONS AND RECOMMENDATION

CONCLUSIONS

Data describing GS/GM-1710 series personnel and other information acquired during this study support the following conclusions related to EEO enhancement for women and minorities within NAVEDTRACOM:

1. Adequate policy guidance exists in current instructions or similar documents to provide a framework for EEO enhancement program design. However, the primary document which includes GS/GM-1710 career program development guidance (CNETINST 12950.2) is outdated.

2. Entry level programs (intern, co-op) exist and are used to mitigate underrepresentation of women and minorities to some extent.

3. Women have achieved parity at the 5-8 grade level in the GS-1710 series. They are underrepresented at all other grade levels; this underrepresentation is particularly acute at and above grade level 13.

4. Except for black women in the 9-12 grade level group, all minority groups are underrepresented at all levels within the 1710 series. Again, they are most severly underrepresented above the 12 grade level.

5. Three-fifths of NAVEDTRACOM GS-17XX series personnel have had prior military experience. While 82.8% of the men in this group have had military experience, only 11.6% of the women have. Among 17XX minority representatives in NAVEDTRACOM, less than half have had prior military service; among majority members, almost twice as many people do show prior service as do not.

6. The average age and average length of service is greater for 1710 men than 1710 women. Among minorities for whom sufficient descriptive data exist, Blacks are substantially younger and have fewer years of Federal service than other groups; similarly, 1710 Black personnel are younger than Blacks in other series, while Hispanics and Asians tend to reflect the norms of those communities.

7. The intern program for 1710 series personnel established and managed by CNET from 1973 to 1976 produced much higher percentages of women and minorities than exist among the rest of the NAVEDTRACOM population. More importantly, both women and minority intern program graduates have done as well in obtaining promotions as have men and minority program graduates.

8. 1710 personnel who are in Navy Campus for Achievement (NCFA) assignments reflect the same EEO characteristics as a whole.

9. Conflict between mission and EEO goal accomplishment can be addressed by:

   - reaffirming the commitment of upper level management to achieving EEO goals

- providing NAVEDTRACOM managers and supervisors with needed information about professional development for subordinates.

10. To provide overall guidance and leadership to the Education Specialist Community within the NAVEDTRACOM requires access to an accurate and complete data base describing that community. Such information exists and is available for use.

11. Merit Pay System EEO objectives are a mechanism which can be exploited to insure that civilian managers and supervisors of education specialists have EEO goals related to hiring, promoting and/or providing professional development to women and minority education specialists.

12. Future trends in ages of persons eligible for veteran's preference suggest that it may be continually easier to obtain nonveteran women and minorities at lower grade levels.

13. Two veteran populations exist which contain women and minority members who could be recruited as education specialists: (a) Veterans who are obtaining major or minors in education at colleges or universities, and (b) Officers holding an ETMS subspecialty who, despite retention efforts, intend to leave military service. While neither of these groups is large enough to warrant a centralized tracking system, managers and supervisors should be alert to the possibility of obtaining their members.

14. Recruiting women and minorities is a responsibility managers and supervisors share with CPO's and one for which CNET should provide support.

15. Managers and supervisors do not need to become experts in applying civilian personnel policy; they do, however, need to know enough to develop a working relationship with the servicing CPO, and to act responsibly on personnel matters under their cognizance.

RECOMMENDATION

The appendix to this report contains a plan to encourage managers and supervisors to hire, promote, and provide professional development to capable women and minority education specialists in the NAVEDTRACOM. This plan is based on the above conclusions, and its adoption is recommended.

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APPENDIX

PLAN TO ENCOURAGE MANAGERS AND SUPERVISORS TO HIRE, PROMOTE, AND PROVIDE PROFESSIONAL DEVELOPMENT TO CAPABLE WOMEN AND MINORITY EDUCATION SPECIALISTS IN THE NAVEDTRACOM

PLAN TO ENCOURAGE MANAGERS AND SUPERVISORS TO HIRE, PROMOTE, AND PROVIDE PROFESSIONAL DEVELOPMENT TO CAPABLE WOMEN AND MINORITY EDUCATION SPECIALISTS IN THE NAVEDTRACOM

This plan consists of eight areas of emphasis that encourage managers and supervisors to hire, promote, and provide professional development to capable women and minority education specialists in the NAVEDTRACOM. After each area is described, and the rationale for including it is given, specific actions to be taken within each area, the CNET code responsible for taking the action and the time when it should occur, are listed. Figure A-1 is a timeline depicting completion of the plan.

AREA ONE

Encourage managers and supervisors under the Merit Pay System (MPS) of education specialists to develop appropriate EEO objectives related to hiring, promoting, and providing professional development to women and minority education specialists.

Rationale: Because civilian managers and supervisors under the MPS are held accountable for their EEO objectives, relating these objectives to hiring, promoting, and providing professional development to women and minority education specialists should increase attention to this area. The education specialist series was targeted in NAVEDTRACOM through the 1980 Transitional Period AAPP due to underrepresentation of women and minorities; it is therefore a career field in which this kind of action should be taken.

Actions:

a. Interview CNET (Code 00A) about the role of managers and supervisors in hiring, promoting, and providing professional development to capable women and minority education specialists. This interview is intended to publicize the problem of underrepresentation in the education specialist community to make managers and supervisors aware that a high level expectation exists that they can and will address underrepresentation. Annex 1 contains a list of the questions for the interview as well as information found during this study which may be useful in addressing these questions.

Cognizant Code: 0024

Time: January or early February 1983 in order to have interview appear in Spring, 1983.

b. Send a letter to MPS members emphasizing the CNET's commitment to EEO goals and encouraging special attention to EEO problems in the education specialist community through MPS objectives. Annex 2 contains a draft of such a letter.

Cognizant Code: 00A

Time: May 1983

	Action	Cog Code	1983 J	F	M	A	M	J	J	A	S	O	N	D
1a	Interview 00A regarding manager/supervisor role and publish	0024		├──	──┤									
1b	Send letter to manager/supervisor suggesting MPS EEO objectives relate to education specialists	00A					├─┤							
1c	Ask chairman MPRB to review EEO objectives to make certain command obj. w/regard to ed specs are met	00A						├─┤						
1d	Expand recognition for achievement in EEO to manager/supervisor who makes significant progress in targeted career fields	00E		←──	──	(To allow necessary time)			──	──	──	──	──	──┤
2	Forward topics to Code 016 for staffing seminar. Develop seminar	00A, 016	├─00A─	┼──	──016──	──	──	→						
3a	Ask the CNET to remind CPOs servicing NAVEDTRACOM to assist manager/supervisor		├─┤											
3b	Request compilation of ASDF and use data	00A			├──	──	──┤					├──	──	──┤
3c	Monitor extent of ASDF usage	016 01A	Ongoing, during inspections											
3d	Identify commands/activities with successful FEORP programs and see if methods would be applicable elsewhere	TAEG	├──	──	──	──	──	──	──┤					
4a	Share findings of study with supervisors	00A			├─┤									
4b	Continue development of brochure for ed spec career field	00A1	After new series are established											
4c	Identify problems managers have in recruiting, hiring & promoting women & minority education specialists. Forward to OP-14 if appropriate	TAEG 00A	(TAEG will begin when tasked)											
5a	Send personal copies of revised CNETINST 12950.2 to managers and supervisors of education specialists	00A		After revision of CNETINST 12950.2										
5b	Incorporate recommended display of career development plan in revised CNETINST 12950.2	00A1		During revision of CNETINST 12950.2										
6	Promulgate a Needs Assessment for the Individual Development Plan through revision of CNETINST 12950.2	00A1		During revision of CNETINST 12950.2										
7a	Promulgate "Development of a Long Range Plan" to Managers of Education Specialists	016			├──	──┤								
7b	Support effort by Code 00A1 to assess value of training for women & minorities as part of revised CNETINST 12950.2	00A		During revision of CNETINST 12950.2										
8	Establish procedure for discussing EEO problems w/managers during routine visits	00A		Ongoing when appropriate										

Figure A-1. Summary of Actions in Plan

c. Send a memorandum (Annex 3 is a sample) to the chairman of the Merit Pay Review Board (MPRB), requesting that when MPS EEO objectives are reviewed for conformance with overall command EEO goals, inclusion of objectives addressing the special EEO problems of the education specialist series be monitored.

Cognizant Code: 00A

Time: May 1983

d. Expand honorary recognition for achievement in EEO to include a manager or supervisor who makes significant progress toward hiring or promoting minorities and women in targeted career fields. Annex 4 describes more fully the rationale behind this action.

Cognizant Code: 00E

Time: In place by October 1983

AREA TWO

Initiate an EEO workshop for NAVEDTRACOM managers and supervisors which focuses on strategies and procedures for hiring women and minorities as well as how to facilitate their professional development. While the topics addressed by the course should remain constant, a local EEO officer and CPO representative should be present to put the course in proper context for local conditions and procedures.

Rationale: EEO courses for managers and supervisors tend to be long on philosophy, history, and legality but short on methodology for accomplishing lofty goals. People are more apt to attempt to do something when they know how to go about it.

Actions:

a. Forward via Annex 5, topics for a staffing seminar (Annex 6), to CNET (Code 016) with the recommendation that it serve as the basis for annual EEO training for managers and supervisors.

Cognizant Codes: 00A (to forward the topics) and 016 (to develop the course)

Time: 00A - January 1983

016 - January 1984 (completion)

AREA THREE

Ensure that CPOs assist managers and supervisors in using the most appropriate sources for candidates for unfilled positions to increase the number of women and minorities in the education specialist career field. CPOs must also collect data to determine how effective these sources are in overcoming underrepresentation. Future action in this area will be based on the analysis of these data.

Rationale: The most willing supervisor cannot do much to hire women and minorities unless there is a way to bring them into the civil service system more readily than at present. Also, it does the command as a whole little good in terms of meeting its goals if one NAVEDTRACOM supervisor meets his/her goals by hiring away another NAVEDTRACOM's woman or minority education specialist.

Actions:

a. Ask CNET to send a letter via the proper chain of command to CPOs servicing NAVEDTRACOM asking them to assist managers and supervisors in every legitimate way possible to hire and promote women and minority education specialists. Annex 7 is a draft of this letter. This reinforces a letter previously sent by the CNET to managers and supervisors in the NAVEDTRACOM laying out his EEO policy and his expectation that it will be carried out.

Cognizant Code: 00A

Time: January 1983

b. Request semiannually a compilation of data from Applicant Supply Data Forms for education specialist positions which would show by minority group and sex those applying for the job, those certified for the position, and those selected. (One of the EEO objectives for Code 00E this year is improving the rate of return of this form.) As of 1 December 1982, subordinate commands and activities will be required to furnish the data found in Annex 8 (enclosure (1) to SECNAVINST 12720.1A) for each open position. Based on this, 00A can decide where concentrating future EEO activity would be most beneficial--recruiting, hiring, promoting, or providing professional development.

Cognizant Codes: 00A (to request and use information) and 00E (to provide information).

Time: March 1983 and semiannually thereafter

c. Monitor the extent of Applicant Supply Data Form (ASDF) usage through the command inspection program carried out by the CNET Inspector General (IG) as part of any command inspection that addresses CPO performance.

Cognizant Codes: 016, 01A

Time: Ongoing, as each new inspection is announced.

d. Request and consolidate information from CPOs and functional commanders that will identify successful FEORP and hiring policies and procedures.

Cognizant Activity: TAEG, 016

Time: Immediate

AREA FOUR

Share findings of this study which may enable managers and supervisors to hire and promote women and minority education specialists more easily. Ask them to document problems they have in recruiting, hiring, and promoting women and minority education specialists.

Rationale: As stated above, managers and supervisors cannot be persuaded to do something it is impossible for them to accomplish. Giving them new ideas may result in positive actions. If all attempted efforts to facilitate their hiring of women and minority education specialists fail, this should be known by higher level authority so corrective action can be initiated.

Actions.

a. Send Annex 9 to managers and supervisors of education specialists.

Cognizant Code: 00A

Time: January 1983 (with responses following intermittently)

b. Publish a brochure to help managers effectively, efficiently, and attractively communicate to potential job applicants essential information about Federal employment and civilian career opportunities for educators within NAVEDTRACOM and/or DON. Annex 10 supports this.

Cognizant Code: 00A1 (in concert with ongoing activities to do same)

Time: June 1983

c. Develop, administer, and analyze a questionnaire that will pinpoint problems managers and supervisors have in recruiting, hiring, and promoting women and minority education specialists. Forward results to CNO (OP-14) if appropriate.

Cognizant Code: TAEG (to develop, administer, and analyze questionnaire) and CNET (Code 00A) (to forward results).

Time: January 1983-July 1983

AREA FIVE

Inform NAVEDTRACOM managers and supervisors of education specialists of career ladders and career development programs for education specialists.

Rationale: If a manager/supervisor is to support professional development of women and minority education specialists, he or she should have the information that allows effective decisionmaking and counselling with regard to professional development (especially that training done to make a person more promotable).

Actions:

a. Send personal copies of CNET Instruction 12950.2 to all managers and supervisors of education specialists when it has been revised. The cover letter should call attention to specific actions required of managers and supervisors relative to education specialist career development and contain a reminder that equal opportunity applies to training and career development, not only to hiring.

Cognizant Code: 00A

Time: When revision is complete.

b. Include Annex 11 as an enclosure to CNET Instruction 12950.2 (revised) to display the organization of the career development plan to managers and supervisors.

Cognizant Code: 00A1

Time: During revision of instruction.

AREA SIX

Support first-line supervisors in their attempts to develop individual development plans (IDPs) with and for education specialists. In addition to meeting immediate training needs, these IDPs should provide a series of experiences for education specialists that will enhance promotion potential and expand responsibilities.

Rationale: Development of an IDP is a method for determining a person's goals, uncovering weaknesses that would prevent accomplishing the goals, and making plans to overcome the weaknesses. A supervisor who goes through this process with each of his/her education specialists will have a better understanding of how to provide professional development to each of them most effectively, and should be more likely to award training on the basis of merit. This process will also furnish useful information to the next level of supervision who must integrate individual needs with departmental needs.

Action:

Promulgate Annex 12, Needs Assessment for Individual Development Plan, through revised CNET Instruction 12950.2.

Cognizant Code: 00A

Time: March 1983

AREA SEVEN

Assist COs, OICs, and DOTs in analyzing local hiring patterns and in developing activity-wide training goals that integrate with IDPs activity needs. This process should include a comparison of the equality and availability of the training provided to women and minorities with the value of the training provided to nonminority men.

Rationale: This training program will give the manager a vehicle for determining that the members of his or her department are receiving the kind of training that will enable the department to meet future challenges effectively. The assessment will also make it clear whether or not the training is being divided equitably so all members of the department can participate in its future insofar as they are capable.

Action:

a. Promulgate Annex 13 to managers of education specialists.

Cognizant Code: 00A

Time: March 1983

b. Support effort by CNET (Code 00A1) to include assessment of value of training provided to women and minorities compared to that provided to white men as enclosure to revision of CNET Instruction 12950.2.

Cognizant Code: 00A

Time: During revision of instruction.

AREA EIGHT

Establish a regular procedure among CNET 00A and senior level managers and lead education specialists for discussing hiring, promoting, and professional development of education specialists. Such discussions might take place during routine visits to NAVEDTRACOM commands and activities and vice versa.

Rationale: This will emphasize to managers (and therefore to supervisors) that these matters are a priority concern of higher level management.

Action:

Arrange for time to discuss employment and promotion of, and professional development for, education specialists with senior level managers and lead education specialists when visiting subordinate commands and activities. Specific topics will vary according to the problems and issues important at the time of the visit; Annex 14 contains samples of topics for consideration.

Cognizant Code: 00A

Time: Ongoing

ANNEX 1

INTERVIEW OF CNET (CODE 00A)

INTERVIEW OF CNET (CODE 00A)

Questions

1. How serious is the problem of underrepresentation of women and minorities in the Naval Education and Training Command (NAVEDTRACOM) education specialist community?

- The education specialist series was targeted in the NAVEDTRACOM through the 1989 Transitional Period Affirmative Action Program Plan because of lack of women and minority representation.*
- Data indicates that only about one-quarter of NAVEDTRACOM education specialists are women, approximately 4 percent are black, and other minorities are represented within the community to an even lesser extent.
- Underrepresentation is serious, particularly if we are not making progress toward eliminating it, because it is illegal.

2. Who is responsible for improving hiring and promotion patterns for women and minority education specialists? Are these responsibilities reflected in the EEO goals of these people?

- While the commanding officer of an organization is directly responsible as the selecting official, managers and supervisors of education specialists have the responsibility of the day-to-day activity in this area. Civilian personnel offices have a support responsibility which they should take seriously.
- Civilian managers and supervisors must prepare a merit pay EEO objective which reflects command EEO goals. Because the education specialist series is a targeted one, it is appropriate for the Merit Pay Review Board to examine the EEO goals of supervisors of education specialists, and they have been asked to do so.
- Military managers do not have specific EEO objectives, although their overall support of command EEO goals with regard to their civilian subordinates is reflected in their fitness reports.

3. What problems do supervisors/managers encounter when making an effort to improve the situation?

- System giving veteran's preference makes it difficult to hire women.
- Problems of their own making.
    - Unwillingness to "give system time to work" in hiring women and minorities.

*Bullets contain information which may be useful in formulating answers to questions.

.. Insufficient use of Civilian Personnel Offices' expertise in hiring.

4. Are there strategies they could use to get around these problems?

- Strategies generally suggested will work to some extent; e.g.,

  .. Restructuring positions to recruit at a lower grade level.
  .. Recruiting targeted groups.

  (Problem is that data have not been collected to indicate how successful these strategies are.)

5. How does professional development fit into the picture?

- Purpose of professional development.

- Professional development should be equitably distributed according to qualifications and needs,

- Properly selected and delivered professional development helps people do their job better. This should make them better competitors when they try to be promoted.

6. Will methods designed to improve the hiring, promoting, and provision of professional development to women and minority education specialists be useful in other career fields?

- Professional fields have many personnel issues in common; strategies could be employed easily in many fields.

- Education specialist career field may be viewed as prototype; once strategies have been employed and evaluated, successful ones should receive broader implementation.

7. Do you foresee events or trends that may cause a lessening of emphasis on EEO for the Navy's civilian employees?

(Question should be eliminated if CNET (Code 00A) thinks the answer is no.)

ANNEX 2

DRAFT LETTER TO MPS MEMBERS

DRAFT

From: Principal Civilian Advisor on Education and Training
To:

Subj: Merit Pay System Equal Employment Opportunity Objective

Ref: (a) CNET Interim Affirmative Action Plan of 1979

Encl: (1) CNET ltr code 00 of 21 Jun 1982

1. Enclosure (1) strongly affirms the commitment of the Chief of Naval Education and Training to the principles of Equal Employment Opportunity (EEO) policy set by the Department of the Navy, Department of Defense, and the President of the United States. Merit Pay Objectives written by NAVEDTRACOM managers and supervisors will, of course, reflect this commitment.

2. Through reference (a) the Education Specialist career series was targeted as meriting special EEO attention because of severe underrepresentation of women and minorities. Recent analysis of the profile of education specialists by the Training Analysis and Evaluation Group (Technical Report 126, in progress) indicates that not much progress has been made since that time. I find this to be discouraging.

3. Therefore, I am requesting that as you prepare your EEO goal for 1984 that you give special consideration to incorporating into it improving underrepresentation in the education specialist positions under your cognizance. I would not ask that you lessen your affirmative action efforts on behalf of other career fields to support education specialists, and I do not think they are mutually exclusive actions. EEO strategies identified as successful with one group nearly always will work with another. What I am encouraging you to do is to use your education specialist positions as the "lead horse" in an attempt to discover which strategies you can best use to support the CNET command policy with regard to EEO and affirmative action.

CHIEF OF NAVAL EDUCATION AND TRAINING
NAVAL AIR STATION
PENSACOLA, FLORIDA 32508

21 June 1982

EQUAL EMPLOYMENT OPPORTUNITY POLICY OF THE CHIEF OF NAVAL EDUCATION AND TRAINING

I am firmly committed to the principles of the Equal Employment Opportunity (EEO) Policy set by the Department of the Navy, Department of Defense, and the President of the United States.

My policy is to ensure that all employees and applicants for employment within the Naval Education and Training Command (NAVEDTRACOM) receive fair, equitable employment and promotion opportunity to rise to as high a level of responsibility as their individual potential allows regardless of race, color, sex, national origin, age, religion, handicapping condition, or any other nonmerit consideration or individual prejudice.

Each commanding officer, civilian personnel officer, equal employment opportunity official, manager, supervisor, and employee of this command will assume an active role in achieving this objective. All personnel actions in the areas of recruitment, selection, promotion, training, and awards must be made in consonance with this policy. In the case of physical or mental handicap, due regard must be given to the concept of reasonable accommodation. The term "reasonable accommodation," when applied to the handicapped individual or disabled veteran, extends beyond merely providing facility accessibility to include the restructuring of tasks to accommodate available application abilities.

A successful affirmative action effort is also integral to my policy. Rigid quotas for hiring and promotions are not desired, but affirmative and realistic goal setting and attainment are required to compensate for past inequity as determined by self-assessments and program analysis. Affirmative action in this context in reality is a restatement of management responsibility to remove invalid prejudices and barriers for employment or promotion.

/s/

K. L. SHUGART

Distribution (CNETINST 5218.1, Case B):
Lists I through VII
SNDL FT74 (NROTCU's) (1)

Enclosure (1)

ANNEX 3

DRAFT MEMORANDUM FOR THE MERIT PAY REVIEW BOARD

80

DRAFT

MEMORANDUM

From: 00A
To: Chairman, Merit Pay Review Board

Subj: Review of Merit Pay Objectives

1. As you probably know, the education specialist career field was one targeted for special affirmative action through the 1980 Transitional AAPP. Recent analysis of the education specialist community by the Training Analysis and Evaluation Group has shown that there has been little change in the EEO profile of the education specialist community.

2. In order to facilitate improvement in these statistics, I have requested that managers and supervisors of education specialists within NAVEDTRACOM give special consideration to what they could do in this area when preparing their EEO objectives. I would also ask that you and your committee review the EEO objectives of MPS members to see if, taken as a whole, they will support the goal of increasing the number of women and minority education specialists within our organization. Sample objective statements include:

a. Concentrate on the greatest areas of underrepresentation which currently are black male and Hispanic education specialists.

b. Structure positions and provide training so that hires from outside or promotions of women and minorities at the GM-13 or above level are possible.

c. As vacancies become available, investigate the possibility of temporarily lowering the grade level of a position to make it more likely to hire a nonveteran woman or minority.

Of course, there could be many other valid objectives which would assist us in increasing the number of women and minority education specialists within NAVEDTRACOM.

3. I very much appreciate your assistance. If you need additional information, please let me know and I will provide it.

W. L. MALOY

ANNEX 4

INCREASED HONORARY RECOGNITION FOR ACHIEVEMENT IN EQUAL EMPLOYMENT OPPORTUNITY

INCREASED HONORARY RECOGNITION FOR ACHIEVEMENT IN EQUAL EMPLOYMENT OPPORTUNITY

Currently honorary recognition for achievement in equal employment opportunity within NAVEDTRACOM is made biannually at the commandwide EEO/CIVPERS conference. Three categories of awards are specified. Supervisors and managers, in particular, may receive awards for motivation of employees through direct encouragement and assistance in developing their potential and individual utilization of acquired skills, and achievement of effective employee utilization within the organization.[1] Equal Employment Opportunity program leaders (DEEOOs, program managers, etc.) may also receive awards for their career counseling, resolution of complaints, leadership in AAPP development and implementation as well as for establishing good relationships with special organizations and community action programs. Nonsupervisory personnel (EEO counselors and committee members, etc.) may receive awards for their informal leadership and assistance in helping employees overcome obstacles to their own career development.

These awards, the categories for nomination, and criteria for selection are not adequately known by managers and other collateral duty EEO officials. The award criteria for supervisors and managers are general and do not directly reinforce specific EEO actions or efforts to improve underrepresentation among selected career groups. More specific criteria related to specific EEO actions and/or improved representation of selected or targeted groups would more clearly encourage managers and supervisors to focus on the specific items/groups selected. Establishment of specific award criteria that would help focus managers' and supervisors' efforts on improving minority and women representation among education specialists would require definition in such a way that it was not arbitrarily preferential with regard to other career fields. One practical and legitimate award criterion that would reinforce efforts to improve underrepresentation among education specialists involves recognition for progress in reducing underrepresentation among AAPP targeted career fields. Education specialists have been one of the career fields targeted for additional affirmative action efforts for several years and probably will continue to be for some time. Consequently, a criterion for manager/supervisor award selection should be:

- Reduction of minority and/or women underrepresentation among AAPP targeted career fields at targeted grade levels.

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[1] CNETINST 12713.3B

ANNEX 5

DRAFT MEMORANDUM TO FORWARD RECOMMENDED TOPICS FOR EEO STAFFING SEMINAR

MEMORANDUM

From: 00A
To: 00E

Subj: EEO training

Encl: (1) Recommended Topics for a Staffing Seminar Emphasizing Achievement of EEO goals

1. The Training Analysis and Evaluation Group (TAEG) has been tasked by CNET (Code 02) to design a plan which "encourages managers and supervisors to hire, promote, and provide professional development to capable women and minority education specialists." Enclosure (1) is one of the products of this effort, namely, a list of objectives for a staffing seminar which would make managers and supervisors aware of legitimate strategies and techniques which can be used to increase the likelihood of hiring and promoting women and minorities, as well as ensuring that they receive appropriate professional development.

2. After reviewing these objectives, I have decided that a staffing seminar based on these objectives would be useful not only to managers and supervisors of education specialists, but all NAVEDTRACOM managers and supervisors. Accordingly, I am sending enclosure (1) to you with the recommendation that it be used as the basis for developing annual EEO training for NAVEDTRACOM managers and supervisors at the earliest possible date.

ANNEX 6

RECOMMENDED TOPICS FOR A STAFFING SEMINAR EMPHASIZING ACHIEVEMENT OF EEO GOALS

RECOMMENDED TOPICS FOR A STAFFING SEMINAR EMPHASIZING ACHIEVEMENT OF EEO GOALS

General Comments. This must include both military and civilian supervisors and managers. If it is the NAVEDTRACOM plan to provide to their functionals and activities a curriculum package for the annual EEO workshop, then it should be designed to be very flexible. Experience by the CPOs/DEEOs is that the curriculum for the workshop cannot be locked in cement. It must provide to the activity the tools so that the curriculum can be adjusted to meet the needs of the local activities. While this course cannot be exclusively for supervisors and managers of education specialists, examples used in the seminar can be from this series. Strategies inappropriate for professional series should be so labelled.

Curriculum Topics

- Course Overview. What this EEO workshop will cover.
- Current CNO, CNET, and/or functional goals relating to the AAP.
- Current instructions that impact on the total Federal/DOD/Navy EEO programs (provide as handout current list of key instructions and a brief "HIGH LITE" of specific actions by CPO, DEEO, and "you" the supervisor. What do I (supervisor) need to know and what specific action required?).
- The Department of the Navy Federal Equal Opportunity Recruitment Program
  - .. Purpose and Policy. Brief and address emphasis at local activity.
  - .. FEORP Program. What are the elements and what is my role as supervisor.
  - .. FEORP Responsibility. What is the role of the principals (CPO, DEEO, etc.) and what is my role as supervisor.
- Recruiting Techniques
  - .. Purpose of Recruiting. You are recruiting for both your needs and the Navy's needs.
  - .. This must be a "how to" with case studies.
  - .. What resource can I, as supervisor, count on and ask for.
  - .. College recruiting--student and faculty. Where do I go and what should I do.
  - .. Recruiting interview technique and what to look for.

- Special Emphasis Program. The CNO has emphasized special emphasis program as a method of achieving a fully integrated work force (Supervisor's Guide for Special Emphasis Program prepared by Recruitment and Placement Staff, Civilian Personnel Office, Naval Training Center, Orlando, Florida, 1 April 1982).
    - Vietnam Era Veterans, reference Federal Personnel Manual (FPM) chapter 307.
    - Upward Mobility Program, reference SECNAVINST 12000.25.
    - Selected Placement of the Handicapped, reference FPM chapter 306.
    - Cooperative Education for Baccalaureate Students, reference FPM chapter 308.
    - Stay in School Program, reference FPM chapter 213, Appendix F.
    - Summer Aid Program, reference FPM 213, Appendix C.
    - Federal Junior Fellowship Program, reference FPM letter 308-18.
    - Worker Trainee Opportunity Program, reference FPM letter 713-33.
    - Summer Employment Program, reference FPM chapter 332, Appendix J.
- The Culture Script of Minorities. A cultural script is a pattern of social interaction and behavior which is characteristic of a particular cultural group. Management in recruiting and counseling new minority employees must understand these scripts. For example, the Navy manager should understand that while he is interviewing a Hispanic for a position that individual may want to get approval from his/her family before taking the position. This seminar should provide the manager references. Both the Office of Naval Research (specific Code 442, TR No. ONR-17, TR No. ONR-19, and ONR-22) and the Navy Recruiting Command have excellent studies on the Hispanic culture, behaviors, and values. There are similar studies on other minorities.
- Annual Activity Training Needs. SECNAVINST 12410.22 requires that "employees will be selected for training and development on the basis of needs and requirements generated from specific documented sources such as performance appraisals, position function changes... and approved individual/activity training plan." The purpose of this topic would be to provide the supervisor information on the development of the Individual Development Plan (IDP) and its implementation.

- .. Provide as handout a flow diagram on implementation of IDP.
- .. Sources for accomplishment of IDP.

- Recruitment Planning. Provide to the supervisor the tools and procedures for current, mid-, and long-range recruiting.

    - .. Long-term identification of vacancy and potential employee with current and potential AAP in mind.

    - .. Is this position targeted as a FEORP goal or underrepresented in the AAP?

    - .. How to restructure the position for FEORP to include:

        (1) Veteran's readjustment appointment
        (2) Upward mobility
        (3) Entry level
        (4) Worker trainee
        (5) Cooperative education
        (6) Other

    - .. Professional organizations, schools, and/or other sources which may produce qualified minorities or women candidates.

      Note: General information on this topic is from a recruitment request (NTCORL 12330/14 (9-82)) developed by CPO at NTC, Orlando.

- Development of Position Description Selective Factors and Quality Ranking Factors. Provide the supervisor specific information on the development of PD and other requirements for recruiting and hiring with concern for minorities and women.

ANNEX 7

DRAFT LETTER TO NAVEDTRACOM CIVILIAN PERSONNEL OFFICES

From: Chief of Naval Education and Training
To: Distribution

Subj: Implementing EEO policy

Ref: (a) CNETINST 12250.1B of 10 Mar 1981, Civilian Personnel Management

1. It has long been the policy of the Chief of Naval Education and Training that the letter and intent of EEO be prosecuted to the fullest degree. While responsibility for EEO rests directly with top line managers, reference (a) points out that "It is the supervisor who makes the top manager's decisions effective at the working level." One of my highest priorities is in meeting the goals of the Naval Education and Training Command (NAVEDTRACOM) Affirmative Action Program (AAP). Recent efforts at the headquarters have been aimed toward producing managerial and supervisory Merit Pay System EEO objectives that are in consonance with the AAP.

2. I ask your full cooperation in enabling NAVEDTRACOM managers and supervisors to achieve the EEO objectives they have set. Reference (a) states that "The civilian personnel officer has the basic responsibility of helping managers and supervisors carry out their personnel management responsibilities within a framework of law, Office of Personnel Management regulations, and public policy." Since the spirit of equal opportunity and affirmative action is pervasive in these, open positions must be filled with respect not to ease and expediency, but to hiring women and minorities when they are among the highly qualified candidates.

3. Basically, the tools we need to achieve the goals in our AAP are in place. We may need to make improvements in some of them (FEORP, for example); we may need only to take advantage of others (the annual training needs survey, application of appropriate personnel practices) to ensure that we are doing all we can to obtain, train, and promote qualified women and minorities. Let's use them.

ANNEX 8

APPLICATION FLOW CHART
(ENCLOSURE 1 TO SECNAVINST 12720.1A)

OPNAV 12/20/1
RCS OPNAV 12720-1

SECNAVINST 12720.1A
18 MAR 1981

SAMPLE FORMAT
(SECNAVINST 12720.1A)

APPLICANT FLOW CHART

Servicing Civilian Personnel Office ______
Activity __________
UIC __________
Date __________

Occupational Title ______________
Series ______/Grade or Level ______
Permanent full time ___ Part time ___

Source of Applicants:
___ Activity only
___ DON only
___ All sources
___ Other:
____
____
____
____

Estimated resources involved in this action: personnel __________*
fiscal $__________

R/N/S Category	Total Applicants	Ineligible on Experience	Qualified	Highly Qualified	Certified to Selecting Official	Selected
Black Male						
Hispanic Male						
Other Male **						
White Male ***						
Black Female						
Hispanic Female						
Other Female						
White Female						
Total						

*"Staff hours" by category of employee (i.e., staffing specialist, manager/supervisor, recruiter, EEO officials)

**"Other" includes all other categories designated by Federal minority census Directive #15

***"White males" included to complete the data

This is a sample report format. Local variations are allowable providing all the information on the sample format is displayed.

The report to be completed and retained on file. Adverse impact per UGESP can be added to the report as a local option.

Figure A-8-1. Sample Applicant Flow Chart

ANNEX 9

DRAFT MEMORANDUM ON HIRING WOMEN AND MINORITY EDUCATION SPECIALISTS

From: Chief of Naval Education and Training
To:

Subj: Hiring of Women and Minority Education Specialists

Encl: (1) Recruiting Plan for Hiring Women and Minority Education Specialists

1. The Training Analysis and Evaluation Group (TAEG) has recently completed a study to determine, among other things, ways to hire women and minority education specialists at my request. In order to facilitate your use of the findings of this study, I would like to share them with you. The education specialist (1710) series is still targeted for affirmative action, and I urge your sincere efforts in helping us attain equality within this career field.

2. First of all, you must recognize that your Civilian Personnel Office (CPO) has expertise in all personnel matters, including knowledge of how recruitment and hiring measures will be most likely to produce qualified women and minority candidates. It is your responsibility to go to them as soon as you know that you will have a vacancy to initiate the process since it may take time. It may also be your responsibility to see that the personnel office does make a genuine effort to assist you in finding qualified women and minority candidates, and not simply fill the position in the most expeditious manner. You should, however, be able to rely on his/her ability to help you. Enclosure (1) may serve as a general guideline about which way to turn.

3. Available data demonstrate that women and all minority group members are underrepresented within the NAVEDTRACOM 1710 community, particularly at senior grade levels GS/GM 13-15; underrepresentation is proportionately higher among minority groups. You should consult your command's/activity's AAP to determine where you should concentrate your efforts.

4. Veteran's Preference is often cited as a policy which mitigates against the hiring of women and, to a lesser extent, minority males. While this study discourages attempts to circumvent the federal personnel system to "reach" qualified nonveterans, there are three strategies that may be put to good use in this regard:

a. Since 1976, only those veterans participating in actual military campaigns are authorized 5 preference points, and since passage of the Civil Service Reform Act of 1978 retired officers 0-4 and above have also been excluded from point consideration. Thus, the number of veterans 34 or younger and qualified for the 5 point preference is in significant decline now, and the 35-39 age group will begin declining in 1984. Thus, the effect of veterans on the hiring of women and minorities at the lowest grade levels; i.e., 5-9 (where the youngest people tend to be hired), will diminish, although it will increase at higher grade levels. The implication is clear: when attempting to fill a position with nonveterans (of whom women comprise the largest portion), keep the grade level of the position low.

b. Analysis of the former CNET Education Specialist Intern Program suggests that, once in the system, women and minority education specialists are promoted at the same rate as white male education specialists. Thus, emphasis can be on getting women and minorities into the system at low grades (if necessary) and letting time distribute them among grade levels according to ability.

c. TAEG experienced some success in obtaining lists of women and minority veterans who were majoring or minoring in education, and attending school under VA entitlement from colleges and universities. If you can obtain this information from a local college or university, you will have a list of people who may have a high probability of being qualified for one of your positions upon graduation. By talking to them before graduation, you may be able to influence their choice of courses (or even specialty within the education major). When talking to them, you should let them know correct application procedures but, of course, not raise false expectations.

d. TAEG also examined the number of officers and enlisted personnel eligible for the education specialist career field. The number of those who might be interested in employment with the government (a retired officer whose salary would be cut because of his pension probably would not be interested) is small, and because it is not in the best interest of the Navy to recruit these people for civil service, no centralized system for contacting them will be set up. There are, however, minority and women military personnel who could qualify as education specialists and who, despite retention efforts, intend to leave the service at the end of their tour of duty. If you are aware of any such personnel, you should discuss becoming an education specialist with them, and pursue any interest on their part by providing correct application procedures to them.

5. In the near future you will be receiving a questionnaire designed to determine what strategies have been successful in hiring women and minority education specialists, and what are the major roadblocks to success. Your response to this questionnaire is needed. This documentation should include the type of position being filled. If we can find answers to the questions TAEG will be asking, perhaps we can make changes in the system that will enable us to pursue affirmative action with more success.

W. L. MALOY
By direction

RECRUITING PLAN FOR HIRING WOMEN AND MINORITY EDUCATION SPECIALISTS

(Use in conjunction with figure A-9-1 to this enclosure)

1. The first step in developing a recruiting plan is to forecast the number of positions that will be recruited during the coming year. In projecting these vacancies, consider (a) retirement eligibility of current employees, (b) average turnover, and (c) potential workload.

2. Once the number of vacancies has been determined, structure the projected workforce by grade levels; i.e., trainee (GS-5/7/9), journeyman (GS-11/12), and senior levels (GS-13 and above).

3. Notify the Position Management Officials and the Civilian Personnel Office of the projected vacancies and request that advance recruitment be initiated. Accurate position descriptions and valid rating criteria will have to be developed before recruitment can begin.

4. A continuing function of planned recruiting is the identification of potential sources of recruitment. For example, subject matter and management officials may research and identify schools and universities offering appropriate degree programs and organize regular recruitment visits and contacts to acquaint school officials and students with career opportunities. Civilian Personnel Officials may conduct surveys of the workforce to identify employees engaged in educational self-development activities. These efforts will result in optimum advertising return.

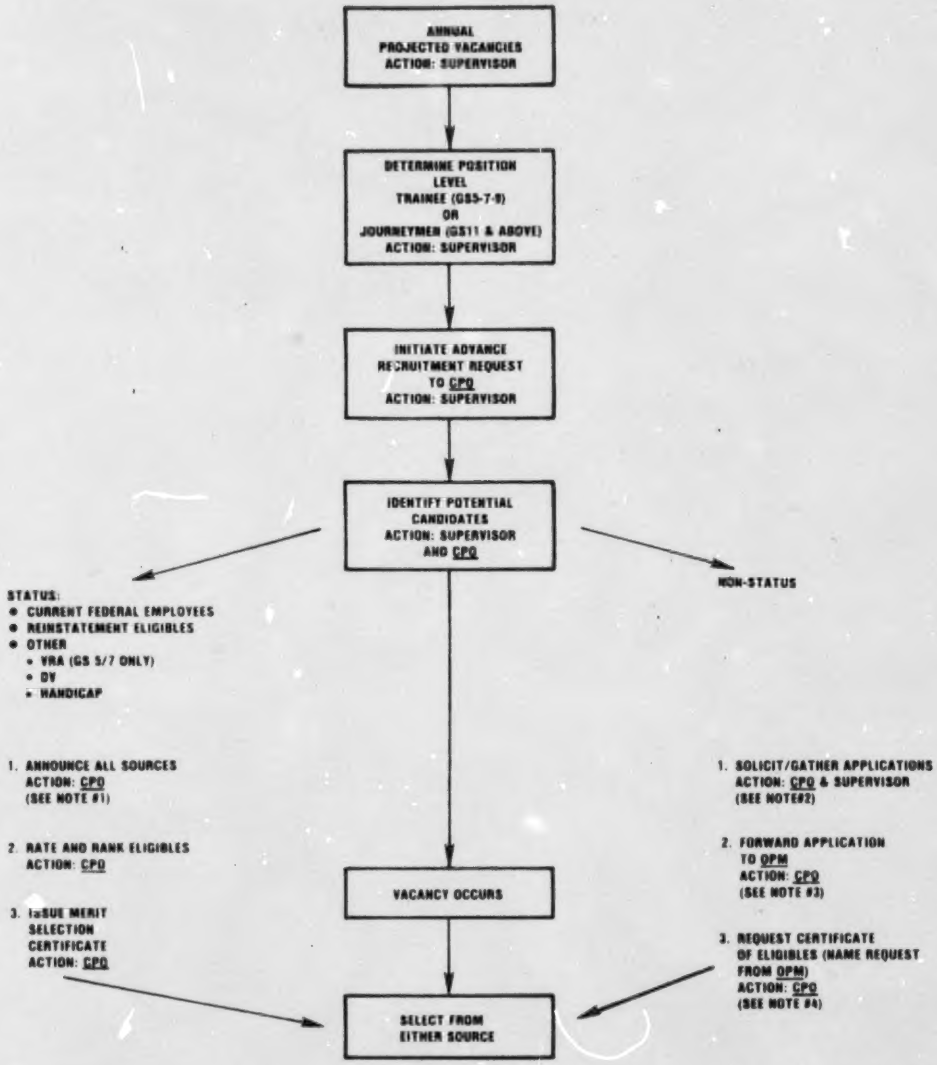
a. The Civilian Personnel Office will prepare vacancy announcements and publicize to all potential sources.

b. Applications will be processed through appropriate procedure depending on the status of the individual. For example, status individuals (current Federal employees and reinstatement eligibles) will be processed under competitive Merit Promotion procedures; non-status individuals from outside the Civil Service system will be processed through Office of Personnel Management (OPM) competitive procedures. (Note that applications of non-status individuals should be obtained whether or not an announcement is in progress. Their applications may be retained by the CPO and filed with OPM during the appropriate filing period.) There are special appointment authorities delegated by OPM which may be utilized for certain individuals in lieu of competitive procedures; i.e., Veteran's Readjustment, Disabled Veterans, and Handicapped Appointment Authorities. The Civilian Personnel Office will determine the appointment eligibility of applicants.

c. Upon evaluation and appointment eligibility determination of all applicants, the Civilian Personnel Office will establish the referral and selection procedure appropriate for each category of applicants. Merit Promotion rosters will be established for status applicants; non-status applicants may be reviewed for possible name-request actions to OPM.

Enclosure (1)

5. As specific vacancies occur, selecting officials may consider candidates from either status (merit) or non-status (OPM), or both groups. Merit Promotion rosters may be utilized during the period specified in the announcement; i.e., 6 months, 1 year. OPM rosters are normally utilized for individual actions; however, multiple selections may be made from one roster with delayed entrance on duty dates as desired by the selecting officials. (Selection of several applicants from one OPM roster may result in being able to reach name-requested applicants.)


ANNUAL
PROJECTED VACANCIES
ACTION: SUPERVISOR
DETERMINE POSITION
LEVEL
TRAINEE (GS5-7-9)
OR
JOURNEYMEN (GS11 & ABOVE)
ACTION: SUPERVISOR
INITIATE ADVANCE
RECRUITMENT REQUEST
TO CPO
ACTION: SUPERVISOR
IDENTIFY POTENTIAL
CANDIDATES
ACTION: SUPERVISOR
AND CPO
STATUS:
• CURRENT FEDERAL EMPLOYEES
• REINSTATEMENT ELIGIBLES
• OTHER
• VRA (GS 5/7 ONLY)
• DV
• HANDICAP
NON-STATUS
1. ANNOUNCE ALL SOURCES
ACTION: CPO
(SEE NOTE #1)
2. RATE AND RANK ELIGIBLES
ACTION: CPO
3. ISSUE MERIT
SELECTION
CERTIFICATE
ACTION: CPO
1. SOLICIT/GATHER APPLICATIONS
ACTION: CPO & SUPERVISOR
(SEE NOTE#2)
2. FORWARD APPLICATION
TO OPM
ACTION: CPO
(SEE NOTE #3)
3. REQUEST CERTIFICATE
OF ELIGIBLES (NAME REQUEST
FROM OPM)
ACTION: CPO
(SEE NOTE #4)
VACANCY OCCURS
SELECT FROM
EITHER SOURCE

NOTE:

1. ANNOUNCE ANNUALLY OR SEMI-ANNUALLY (BASED ON NUMBER OF PROJECTED VACANCIES). OPEN FOR 30-45 DAYS — ESTABLISH PROMOTION ROSTER FOR USE DURING YEAR
2. RECRUIT/CONTRACT THRU COLLEGES/UNIVERSITIES, INDUSTRY OR OTHER SOURCES OF HIGHLY QUALIFIED PERSONS
3. GS-5/7/9: FORWARD APPLICATION TO OPM ALBUQUERQUE DURING OPEN COMPETITION PERIODS (QUARTERLY)
   GS-11 & ABOVE: RETAIN IN FEORP FILE — NAME REQUEST UNDER MID-LEVEL OR SENIOR LEVEL OPM ANNOUNCEMENT.
4. REQUEST OPM CERTIFICATE — PREFERABLY FOR SEVERAL/MULTIPLE VACANCIES.

FEDERAL EQUAL OPPORTUNITY RECRUITMENT PROGRAM (FEORP)

Figure A-9-1. Recruitment Model for Hiring Women and Minority Education Specialists

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OPM SELECTION PROCEDURE

KEY:
* - Name Requested (Targeted) person
V - Veteran
NV - Non-Veteran
1,2,3,x - 3 Considerations Delete
S - Selected

Situation: 5 Vacancies; 5 Name Requests

CERTIFICATE OF ELIGIBLES

Action	V/NV	Candidate				
2 S	V	# 1	1			
1 S	V	* 2				
	NV	3^1	2^2	1^{3x}		
	NV	4	3^1	2^2	1^{3x}	
3 S	NV	* 5		* 3		
4 S	NV	* 6			* 2	
	NV	7			3^1	1^2
5 S	NV	* 8				* 2
	NV	9				3
	NV	* 10				

Procedure applies veterans preference and "Rule of 3"

ANNEX 10

DEVELOPMENT OF AN EDUCATION SPECIALIST BROCHURE

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DEVELOPMENT OF AN EDUCATION SPECIALIST BROCHURE

Brochures are currently being used by hiring authorities and personnel departments in several Navy activities. These brochures typically describe a specific command and emphasize its opportunities for either all professions or a particular professional group. Among those activities that use brochures are:

Naval Material Command
Naval Material Command Civilian Logistics Intern Program
Naval Research Laboratory
Naval Ordnance Station (Indian Head)
Naval Ocean Research and Development Activity (Mississippi)
Naval Ship Systems Engineering Station (Philadelphia)
Navy Patent Program, Office of Naval Research

A NAVEDTRACOM and/or DON education specialist brochure patterned after these existing documents could be very helpful to a manager or supervisor wanting to pass out accurate, standard information to applicants or potential applicants. Such a brochure should contain information commonly requested, including:

- a description of the command, its mission, and the various locations of its major activities
- a summary of the different types of work education specialists perform
- continuing education, training, and growth opportunities including any special trainee programs
- career management information including sample salaries, vacation information, retirement, health, and other benefits
- an equal employment opportunity commitment
- addresses of places to write for further information.

Copies of two existing brochures "The Business Navy" and "Career Opportunities as a Patent Advisor for the Navy" are contained in Tab 1. Other brochures are available from the organizations cited.

TAB 1 to ANNEX 10

SAMPLE BROCHURES DESCRIBING NAVY ACTIVITIES

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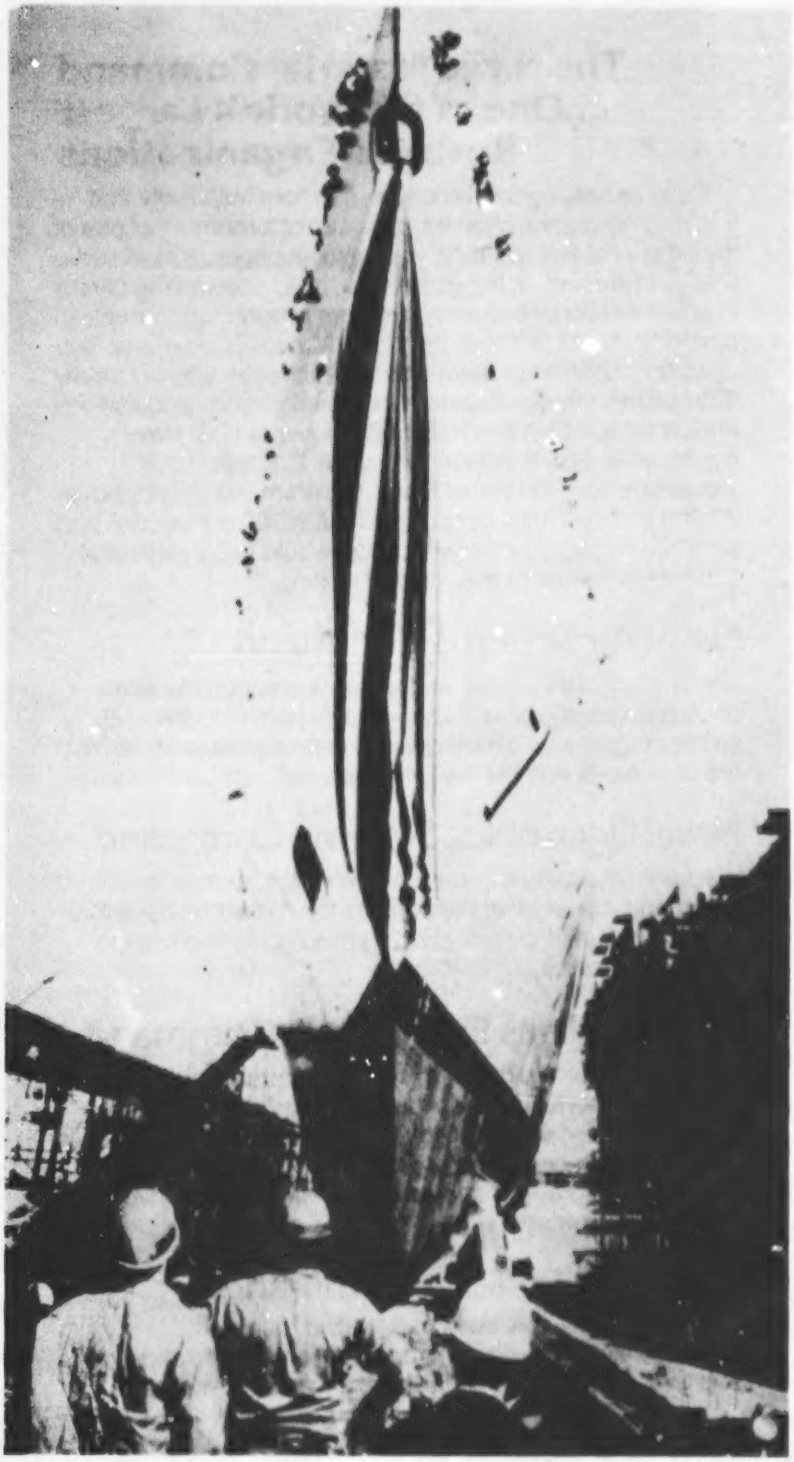
THE
"BUSINESS"
NAVY

Career Opportunities
for Civilian Professionals



The Naval Material Command ...One of the World's Largest Business Organizations

If you're reading this brochure, it's more than likely that you're an engineer, chemist, physicist or a member of one of the other professions. If so, you have an opportunity to serve your country and, at the same time, build a rewarding career in an international business structure roughly comparable in size to IBM or U.S. Steel: the Naval Material Command. You would be a part of an operation that manages approximately $22 billion a year in research and development, acquisitions and other activities that help make sure the U.S. Navy continues to be the best in the world. To support this industrial effort, the Naval Material Command employs over 27,000 professionals of all disciplines in 200 commands and activities throughout the world. You would apply skills and experience to one of five major divisions:

Naval Air Systems Command

which purchases aircraft and airborne weapon systems, photographic equipment and material related to the U.S. space program. Its personnel also oversee the overhaul and repair of naval and Marine Corps aircraft.

Naval Electronics Systems Command

is responsible for shore-based electronics, including: command, control and communications; electronic warfare; surveillance; air traffic control; cryptography, and Marine Corps electronics.

Naval Facilities Engineering Command

has overall management of military construction, facilities and real property; utilities; natural resources and pollution control. The division also provides material support for public works, floating cranes, pontoons and moorings, ocean structures, and all transportation, construction and weight handling equipment.

Naval Sea Systems Command,

largest of the five divisions, carries out research, development, procurement, introduction and logistics support for U.S. Navy ships, craft and most shipboard components. It is the Navy's central technical authority for shipboard and nuclear power safety, explosives, propellants, actuating components, explosive safety, and explosive ordnance disposal. The division also directs salvage of sunken and stranded ships and craft, and its primary field responsibilities are naval shipyards, conversion and repair facilities, ordnance stations, ammunition depots, and weapon stations.

Naval Supply Systems Command

develops management policies and methods for all naval supply systems; administers the Publications and Printing Service, Resale Program, Navy Stock Fund, Field Purchasing System, and transportation of property, and manages functions related to materials-handling equipment, food service, and special clothing.

Systems Commands coordinate operations of many field activities. One of the biggest jobs is fleet logistics support as accomplished by shore activities at support complexes near our operating deep water naval ports. Field activities near Washington, D.C. support the development, procurement, test and evaluation of naval systems.

Research and Development Centers and Laboratories

Another major component of this support is the Navy research and development centers and laboratories. These eight centers and laboratories conduct research and development, test and evaluation, for systems integration and fleet engineering support for naval warfare systems and equipment. They also investigate related basic science and technology within the special purview of each center.

Project Managers

Most major weapon systems acquisitions are the responsibility of special project or program managers. These projects are specifically dedicated to the program or weapon systems under development and/or procurement. This concept includes fleet introduction as well as long term logistics support.

THERE'S A CHALLENGING JOB FOR YOU IN ONE OF THE SYSTEMS COMMANDS OR A FIELD ACTIVITY

Career Opportunities for your Position in NMC

Aerospace Engineers

Human Factor Engineers

Mechanical Engineers

Metallurgists

Personnel Management Spec.

Computer Specialists

Mathematicians, Operations Research Analysts, and Computer Specialists

Office Services Manager

Systems Analysis
Software Engineering
Air-Warfare Concepts
Cost and Logistics Research
Air-to-Surface Missile Systems
Integrated Avionics Systems
Modular Air/Sea Systems

Criminal Investigation

Chemists and Chemical Engineers

Operation Research Analyst,

Safety Specialist
Logistics Management Spec.,
Financial Systems Analyst,
Technical Manual Writer

Electrical and Electronic Engineers

Operations Research and Analysis
Reliability Determinations
Numerical and Statistical Analyses
Data Processing
Software Engineering

Industrial Engineer

Your Position in the Naval Material Command

Because you are a professional, you would join the Naval Material Command in a grade level and at a salary commensurate with your special skills and experience. After three continuous years, you would become a career professional—an important and the most permanent appointment in Federal Service.

You can advance

through merit promotions that recognize progressive development and make sure the best qualified persons are selected for greater responsibilities and authority.

Your salary advances, too,

with each promotion to a higher grade. And the increases are competitive with those of similar large corportations in the private sector.

Benefits come with the Job

In addition to challenging responsibilities and a good salary, you would have several other benefits as a professional with the Naval Material Command.

Training Programs.

To offer opportunities for you to improve your capabilities and skills, the Naval Material Command has more than 1,500 courses related to the organization and its five Divisions. Some are conducted by education specialists in classrooms in the building where you would be working. Others are available through local universities and contractors. They would give you a way to continue growing.

Retirement Plan.

As a Federal employee, you would be covered by one of the country's best retirement plans. You and the Naval Material Command would contribute a fixed percentage of your pay to a fund that, with interest, would be building financial security for you and your family. It would pay you an annuity in your later years, protect you if you were disabled, or provide for your family in case of death. There are several early retirement options tied to years of service.

Insurance.

The Federal Employees Health Benefits Program offers several elective plans that cover the expenses of hospitalization, medical treatment, and surgery. If you're married, you could take a plan covering you, your wife, and unmarried children younger than 22. If you are single, there's a lower cost plan for you only. You would be eligible, too, for life insurance that usually exceeds your salary by about $2,000. If you want more protection, you could add $10,000 of optional insurance.

Vacations.

Called "leave" in the Government, you would have 13 days annually during your first three years, 20 days from then through the 15th year, and 26 days from then on. In addition, there are all the legal holidays and 13 days of sick leave a year.

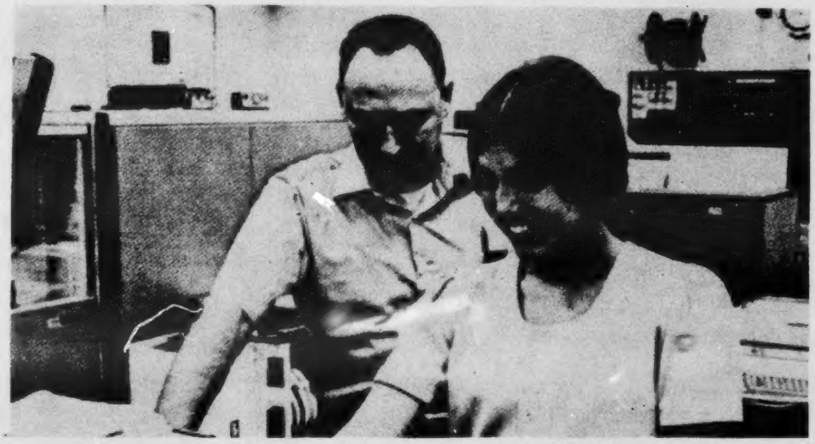
Build a Career with the Naval Material Command

In the Naval Material Command, you could contribute to projects that become a part of history. You could be employed by one of the centers and laboratories that conduct research and development, test and evaluation, systems integration, and fleet engineering support for naval warfare systems and equipment.

Or you could be involved in major acquisitions or in any number of other assignments critical to our country's defense.

Your skills may be needed in Washington, D.C., or in one of more than 200 other commands located throughout the United States plus sites in the Caribbean, Europe, and the Far East.

This is your opportunity to start a very special, important career.



For further information, contact one of the following:

CONSOLIDATED CIVILIAN PERSONNEL OFFICE

Command: NCPC

Director
Consolidated Civilian Personnel Office
666 Summer St.
Boston, MA 02210 4ND

(Activity)

Director
Consolidated Civilian Personnel Office
Bldg. 3, Room 7
Great Lakes, IL 60088 9ND

Director
Consolidated Civilian Personnel Office
P.O. Box 20
Naval Submarine Base, New London
Groton, CT 06340 4ND

Director
Consolidated Civilian Personnel Office
Pearl Harbor
4300 Radford Drive
Honolulu, HI 96818 14ND

Director
Consolidated Civilian Personnel Office
Naval Support Activity
Los Angeles — Long Beach
Long Beach, CA 90822 11ND

Director
Consolidated Civilian Personnel Office
Naval Support Activity
New Orleans, LA 70146 8ND

Director
Consolidated Civilian Personnel Office
Bldg. 75 Naval Base
Philadelphia, PA 19112 4ND

Director
Consolidated Civilian Personnel Office
(Code 12)
P.O. Box 118
Naval Station
San Diego, CA 92136 11ND

Director
Consolidated Civilian Personnel Office
Room 173, Bldg. 7
Treasure Island
San Francisco, CA 94130 11ND

Director
Consolidated Civilian Personnel Office
Bldg. 30
Naval Support Activity
Seattle, WA 98115 13ND

Director
Consolidated Civilian Personnel Office
Bldg. 200, Washington Navy Yard
Washington, DC 20374 ND WASHDC

Director
Naval Material Command
Civilian Personnel Officer
Room 936, CP-5
Washington, D.C. 20360

Center

David W. Taylor Naval Ship Research and Development Center
Bethesda, Maryland 20084

Commander
Naval Air Development Center
Warminster, Pennsylvania 18974

Commanding Officer
Naval Coastal Systems Center
Panama City, Florida 32407

Commander
Naval Ocean Systems Center
San Diego, California 92151

Commanding Officer
Navy Personnel Research and Development Center
San Diego, California 92152

Commander
Naval Surface Weapons Center
Dahlgren, Virginia 22448

White Oak Laboratory
Naval Surface Weapons Center
Silver Spring, Maryland 20910

Commanding Officer
Naval Underwater Systems Center
Newport, Rhode Island 02840

Commander
Naval Weapons Center
China Lake, California 93555

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Naval Material Command

...One of the World's Largest Business Organizations

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CAREER OPPORTUNITIES

AS A

PATENT ADVISER FOR THE NAVY

DEPARTMENT OF THE NAVY
OFFICE OF NAVAL RESEARCH

NAVSO P-3606
JUNE 1982

SIGNIFICANCE OF PATENTS

Inventions have proved to be a moving force in the progress of civilization. They have influenced mankind by producing social change, generating material wealth of its sponsors, and bringing whole industries into existence. Since inventions are a vital force in scientific and industrial endeavors, their protection through the patent system is essential in order to stimulate continued innovation and to provide an incentive for investing in research and new product ventures by commercial industries. The Navy also finds it necessary to protect its scientific endeavors by undertaking patent protection on its inventions in order to minimize the American taxpayers' cost in operating and maintaining a modern effective fighting force.

SIGNIFICANCE OF NAVY PATENT PROGRAM

To carry out its mission, it is essential that the Navy be provided with the best and most modern equipment possible. To build, supply and operate its fleet of fighting and auxiliary ships and aircraft, the Navy spends billions of dollars annually for research and procurement. It is inevitable, therefore, that problems relating to patents and patent rights concerning inventions will arise in the Navy as in any large business operation in private industry. The Office of Naval Research established the Navy Patent Organization as required by statute to handle these problems. The Navy Patent Organization is staffed entirely by civilian patent advisers who report to the Director, Navy Patent Program/Patent Counsel for the Navy.

THE NAVY PATENT ORGANIZATION

The Navy's patent advisers are responsible for providing services for the Department of the Navy regarding patents, inventions, trademarks and royalty payments. Specifically, their work encompasses handling patent infringement claims brought against the Navy, procuring patent protection on inventions of Navy employees and contractors, determining Navy rights in inventions and technical data, counseling in procurement matters, and obtaining invention disclosures on inventions developed under Navy sponsorship. To effectively provide these services the Navy Patent Organization is divided into two major operating units, the Departmental Operation and the Field Operation. In addition, a small Headquarters Operation provides the management, professional and administrative support required.

NAVY DEPARTMENTAL OPERATIONS

The Departmental Operations comprise seven Offices of Patent Counsel that provide advice and counsel to major Navy units located in the Washington, DC area. The patent advisers in these offices work closely with Navy scientists and engineers to investigate and resolve patent infringement claims, assist the Department of Justice in infringement suits brought in the U.S. Court of Claims and may be "of counsel" in patent infringement litigation, advise procurement and scientific personnel on the rights of the Government to inventions and technical data developed under Navy contracts, and provide services in the area of patent administration.

NAVY FIELD OPERATIONS

The Field Operations comprise seventeen Offices of Patent Counsel that provide patent services to major Navy laboratories and activities located throughout the continental United States and England. The patent advisers in these offices work closely with scientists, engineers and procurement specialists to identify inventions emanating from Navy laboratories and contractors, to evaluate the importance of inventions and to provide patent counseling on Navy contracts. These advisers are responsible for preparing and prosecuting patent applications filed on Navy inventions before the U.S. Patent and Trademark Office, including the advocacy of patent appeals.

TRAINING

Selected applicants with little or no actual patent experience will be assigned to one of the seventeen field activities throughout the continental United States. Before assuming the patent adviser duties at an assigned activity, the new employee will receive a minimum of three months' training in basic patent law, patent application preparation, techniques of patent prosecution before the U.S. Patent and Trademark Office, invention evaluation, invention rights determination, and the mission of the Navy Patent Organization at either the West Coast Training Office, located at the Naval Weapons Center, China Lake, California, or the East Coast Training Office located at Headquarters, Office of Naval Research, Arlington, Virginia. Upon assuming the full duties of a patent adviser, the new professional will be assigned work of considerable responsibility, and this responsibility will progressively increase as fast as performance warrants.

RECRUITMENT AND ADVANCEMENT

All patent advisers are recruited, hired and promoted by the Office of Naval Research with the general concurrence of the General Counsel of the Navy. The Navy ordinarily recruits trainee patent advisers with law degrees at the Civil Service level of GS-9 ($19,477). Promotions through GS-11 ($23,566) to GM-13 ($33,586) are attainable at the rate of progress of the individual and in conformity with applicable personnel regulations. After acquiring sufficient experience and proficiency, all field patent advisers may remain in the Field Operation or transfer to a Departmental Office of Patent Counsel in Washington, DC, to develop new skills in patent litigation, infringement, and procurement counseling. Both the Departmental and Field Operations have promotion opportunities to the GM-14 ($39,689) and GM-15 ($46,685) levels. These promotions are contingent on organizational staffing needs and are dependent upon the adviser's demonstrated ability and performance in lower level positions.

NAVY PATENT CAREER REWARDS

The Navy patent adviser works on inventions at the forefront of science and is operationally involved with scientists and engineers who are recognized experts in their fields. The Navy patent adviser also works on many patent legal matters with high level management and procurement officials of the Navy. The patent functions of the Navy Patent Organization are so extensive, comprehensive, and diversified that a Navy patent adviser ordinarily acquires a broad spectrum of in-depth patent experience over a relatively short period of time.

Many patent advisers stay with the Navy until retirement but many have sought careers in other Government agencies, corporations, or private law firms. The Navy training the new patent adviser receives, and the diversified experience and intellectual property problems worked on, give the patent adviser a solid foundation of patent law skills. Navy patent advisers that have these skills are in great demand by private industry and law firms.

Navy patent management, recognizing the fact that Navy patent advisers with a number of years of patent law skills are in great demand by other Federal agencies and the private sector, attempts to retain its patent advisers by providing them with challenging and interesting work and by providing opportunities for promotion. All Navy patent advisers have frequent contacts with the Directors of the Departmental and Field Operations by means of personal progress consultation, staff meetings, and training workshops. These meetings provide a communication channel that permits a personalized management style rarely found in organizations or law firms the size of the Navy Patent Organization.

EQUAL EMPLOYMENT OPPORTUNITIES

The Navy Patent Organization, as part of the Office of Naval Research, is an equal opportunity employer and is committed both to the Federal Government's Affirmative Action Program, and to providing offers of employment to all qualified applicants regardless of sex, race, color, national origin, religion, age, handicap, political affiliation, and marital status. Minorities and females are encouraged to apply.

QUALIFICATIONS

Applicants should have as a minimum, an undergraduate degree in engineering or science (physics or chemistry) and a law degree, and/or the equivalent in experience in either or both fields.

ADDITIONAL INFORMATION

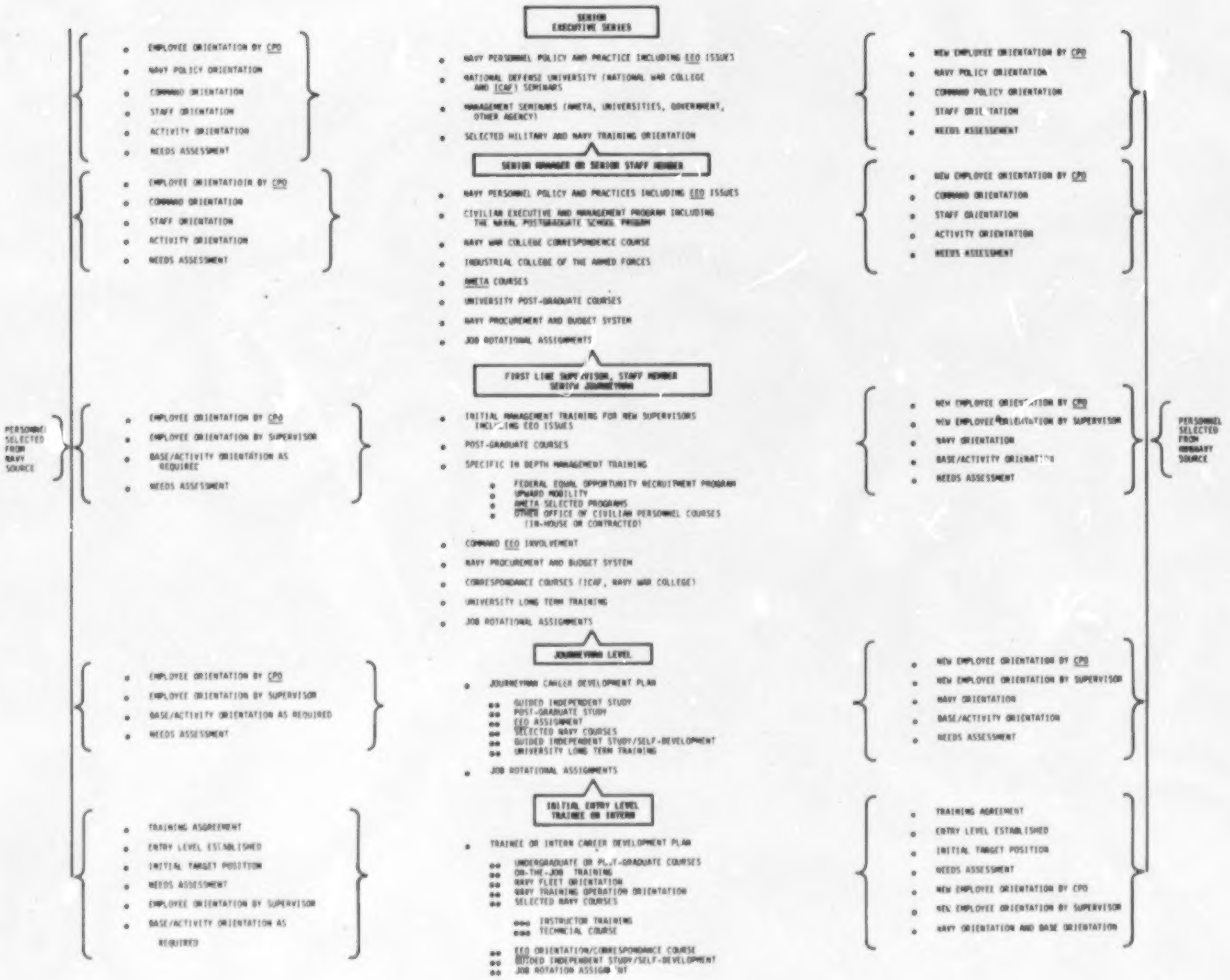
For additional information on career opportunities in the Navy Patent Organization write or call:

Director, Navy Patent Program
Office of Naval Research
800 North Quincy Street
Arlington, Virginia 22217

Area Code 202, 696-4000

ANNEX 11

NAVY EDUCATION SPECIALIST CAREER DEVELOPMENT PLAN


SENIOR EXECUTIVE SERIES
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JOURNEYMAN CAREER DEVELOPMENT PLAN
GUIDED INDEPENDENT STUDY
POST-GRADUATE STUDY
EEO ASSIGNMENT
SELECTED NAVY COURSES
GUIDED INDEPENDENT STUDY/SELF-DEVELOPMENT
UNIVERSITY LONG TERM TRAINING
JOB ROTATIONAL ASSIGNMENTS
INITIAL ENTRY LEVEL TRAINEE OR INTERN
TRAINEE OR INTERN CAREER DEVELOPMENT PLAN
UNDERGRADUATE OR POST-GRADUATE COURSES
ON-THE-JOB TRAINING
NAVY FLEET ORIENTATION
NAVY TRAINING OPERATION ORIENTATION
SELECTED NAVY COURSES
INSTRUCTOR TRAINING
TECHNICAL COURSE
EEO ORIENTATION/CORRESPONDANCE COURSE
GUIDED INDEPENDENT STUDY/SELF-DEVELOPMENT
JOB ROTATION ASSIGNMENT
EMPLOYEE ORIENTATION BY CPO
NAVY POLICY ORIENTATION
COMMAND ORIENTATION
STAFF ORIENTATION
ACTIVITY ORIENTATION
NEEDS ASSESSMENT
EMPLOYEE ORIENTATIOIN BY CPO
COMMAND ORIENTATION
STAFF ORIENTATION
ACTIVITY ORIENTATION
NEEDS ASSESSMENT
PERSONNEL SELECTED FROM NAVY SOURCE
EMPLOYEE ORIENTATION BY CPO
EMPLOYEE ORIENTATION BY SUPERVISOR
BASE/ACTIVITY ORIENTATION AS REQUIREC
NEEDS ASSESSMENT
EMPLOYEE ORIENTATION BY CPO
EMPLOYEE ORIENTATION BY SUPERVISOR
BASE/ACTIVITY ORIENTATION AS REQUIRED
NEEDS ASSESSMENT
TRAINING AGREEMENT
ENTRY LEVEL ESTABLISHED
INITIAL TARGET POSITION
NEEDS ASSESSMENT
EMPLOYEE ORIENTATION BY SUPERVISOR
BASE/ACTIVITY ORIENTATION AS REQUIRED
NEW EMPLOYEE ORIENTATION BY CPO
NAVY POLICY ORIENTATION
COMMAND POLICY ORIENTATION
STAFF ORIENTATION
NEEDS ASSESSMENT
NEW EMPLOYEE ORIENTATION BY CPO
COMMAND ORIENTATION
STAFF ORIENTATION
ACTIVITY ORIENTATION
NEEDS ASSESSMENT
NEW EMPLOYEE ORIENTATION BY CPO
NEW EMPLOYEE ORIENTATION BY SUPERVISOR
NAVY ORIENTATION
BASE/ACTIVITY ORIENTATION
NEEDS ASSESSMENT
PERSONNEL SELECTED FROM PRIMARY SOURCE
NEW EMPLOYEE ORIENTATION BY CPO
NEW EMPLOYEE ORIENTATION BY SUPERVISOR
NAVY ORIENTATION
BASE/ACTIVITY ORIENTATION
NEEDS ASSESSMENT
TRAINING AGREEMENT
ENTRY LEVEL ESTABLISHED
INITIAL TARGET POSITION
NEEDS ASSESSMENT
NEW EMPLOYEE ORIENTATION BY CPO
NEW EMPLOYEE ORIENTATION BY SUPERVISOR
NAVY ORIENTATION AND BASE ORIENTATION

Figure A-11-1. Navy Education Specialist Career Development Plan

ANNEX 12

NEEDS ASSESSMENT FOR INDIVIDUAL DEVELOPMENT PLAN

NEEDS ASSESSMENT FOR INDIVIDUAL DEVELOPMENT PLAN

The individual (career) development plan must conform to the mission of the organization and the skills and knowledge of the individual to assist the organization in accomplishing its mission. This is very specific in SECNAVINST 12410.22. The IDP must consider what skills and knowledge the individual already possesses and the mission of the organization to which assigned. Clearly not all education specialists have the same background, skills, or knowledge. It is up to the supervisor on a case-by-case basis to determine what experience, skills, and knowledge are required, in order to determine just which training the individual needs and how it will be accomplished. Figure A-12-1 describes a procedure for performing the needs assessment in conformance with SECNAVINST 12410.22 by including the current position description and the anticipated job requirements. The resulting IDP should include:

a. Phases in growth with targeted promotion schedule

b. On-the-job training

c. Academic skill/knowledge courses. University environment

d. Formal/informal in-house training (not OJT)

e. Job rotation.

Management must realize that training in career development is not just academic and must consider the Federal and Navy environment.

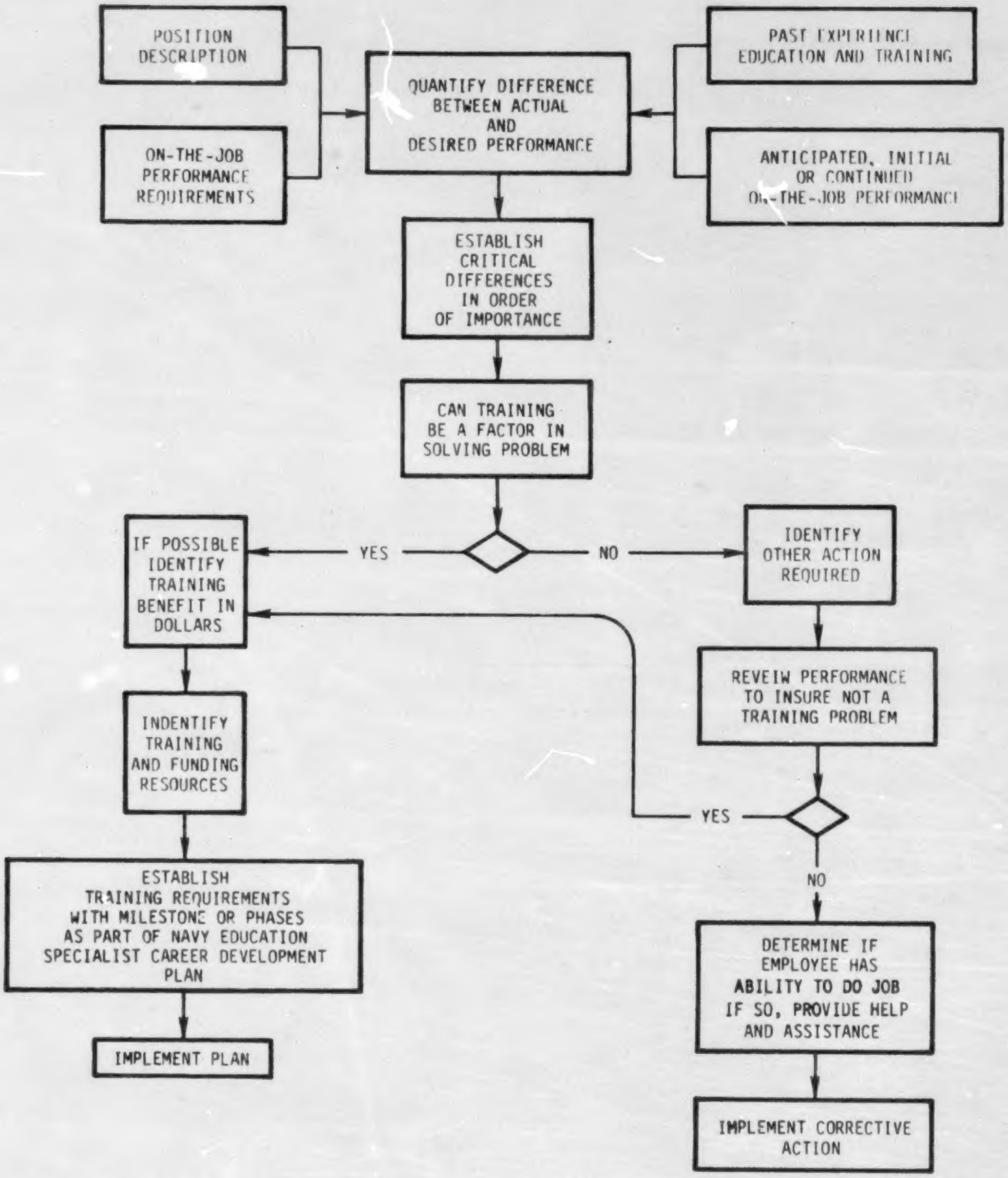
POSITION DESCRIPTION
ON-THE-JOB PERFORMANCE REQUIREMENTS
QUANTIFY DIFFERENCE BETWEEN ACTUAL AND DESIRED PERFORMANCE
PAST EXPERIENCE EDUCATION AND TRAINING
ANTICIPATED, INITIAL OR CONTINUED ON-THE-JOB PERFORMANCE
ESTABLISH CRITICAL DIFFERENCES IN ORDER OF IMPORTANCE
CAN TRAINING BE A FACTOR IN SOLVING PROBLEM
YES
NO
IF POSSIBLE IDENTIFY TRAINING BENEFIT IN DOLLARS
IDENTIFY OTHER ACTION REQUIRED
REVEIW PERFORMANCE TO INSURE NOT A TRAINING PROBLEM
INDENTIFY TRAINING AND FUNDING RESOURCES
YES
NO
ESTABLISH TRAINING REQUIREMENTS WITH MILESTONE OR PHASES AS PART OF NAVY EDUCATION SPECIALIST CAREER DEVELOPMENT PLAN
DETERMINE IF EMPLOYEE HAS ABILITY TO DO JOB IF SO, PROVIDE HELP AND ASSISTANCE
IMPLEMENT PLAN
IMPLEMENT CORRECTIVE ACTION

Figure A-12-1. Education Specialist Training Development Needs Assessment

ANNEX 13

DEVELOPMENT OF A LONG-RANGE TRAINING PLAN

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DEVELOPMENT OF A LONG-RANGE TRAINING PLAN

Figure A-13-1 depicts skill and grade distribution within a hypothetical department used as an example of how to develop a long-range training plan. The amount and kinds of training within this department are meant to illustrate possibilities, not to suggest a model to follow. The training plan is only a guide, subject to change each time there is a change in personnel, resource availability, training offered, etc. A list of position titles and codes is provided below.

CODE	POSITION
AO	Administrative Officer
CLK	Clerk
CP	Computer Programmer
CS	Clerk-Stenographer
CT	Clerk-Typist
EA	Editorial Assistant (Typing)
EC	Editorial Clerk
ECT	Editorial Clerk Typist
ENG	Engineer
ED	Engineering Draftsman
ES	Education Specialist
IMS	Inventory Management Specialist
ITE	Illustrator (Tech. Equipment)
MS	Media Specialist
SC	Statistical Clerk
SCG	Supply Cataloger (General)
SUPEN	Supervisory Engineer
SUPES	Supervisory Education Specialist
SITE	Supervisory Illustrator (Tech. Equipment)
SS	Secretary (Steno)
STMSW	Supervisory Technical Manual Specification Writer/Editor
STMWE	Supervisory Technical Manual Writer/Editor
TI	Training Instructor
TMWE	Technical Manual Writer/Editor
TPE	Technical Publications Editor
TPWE	Technical Publications Writer/Editor
TS	Training Specialist

The information in figure A-13-1 can be used in determining present staffing and future requirements. The planning process includes a review of the long-range plans of NAVEDTRACOM, the subordinate commands and activities.

It is essential that individual career development plans, projects, and promotions be documented for the department. Figure A-13-2 provides the historical promotion pattern for the organization. From this history, and a knowledge of authorized position levels, the manager can project organizational requirements.

GRADE LEVEL (GS)	BILLET NUMBERS												
	1	2	3	4	5	6	7	8	9	10	11	12	13
15	SUPES												
14	SUPES	SUPEN											
13	ES	ES	ES	ES	ES	ES	ES	ES	ES	STMSW	STMSW	ENG	ENG
12	ES	ES	ES	ES	TMWE	TI	TI	ENG	ENG				
11	TMWE	AO	TPE	SITE	TI	ENG	MS						
10	TPWE												
9	TMWE	TS	ITE	ITE	SCG	TI	MS	MS	ENG				
7	TMWE	EA	IMS	ED	MS	ES	TS	TS					
6	EA	EA											
5	SS	ES	EC	ES									
4	CS	CS	CS	SC									
3	CT	CT	CT	ECT									

Figure A-13-1. Skill Distribution and Manning Levels

As part of the organizational plan, management should have historical data and long-range training projections. Figures A-13-2 and A-13-3 provide information on individuals in the organization and are taken from each employee's individual career development plan. In the current year--FY 1982--one individual has been authorized long-term training that will help prepare for entry to a doctoral program planned to start in FY 1984. Two of the training specialists in the department are working in a bachelor's program and one nonsupervisory education specialist is scheduled to take 40 hours of supervisor development through the CPO. In this example, two individuals have been identified for long-term training. The first, an education specialist, is scheduled for FY 1984; a training technician is scheduled for long-term training in FY 1986. Management must place these training program costs into planned resources and incumbents must ensure that they have met all the entrance requirements for long-term training.

Of equal importance to an organization, and to individual career development, are rotational assignments. While this procedure is often associated only with initial entry trainees, it also should be considered for higher grade levels. Figure A-13-4 outlines some of the possible rotational or transfer assignments for a large department. Some changes occur naturally as the result of promotions, others represent career change or a rotation to a new experience at the same grade level.

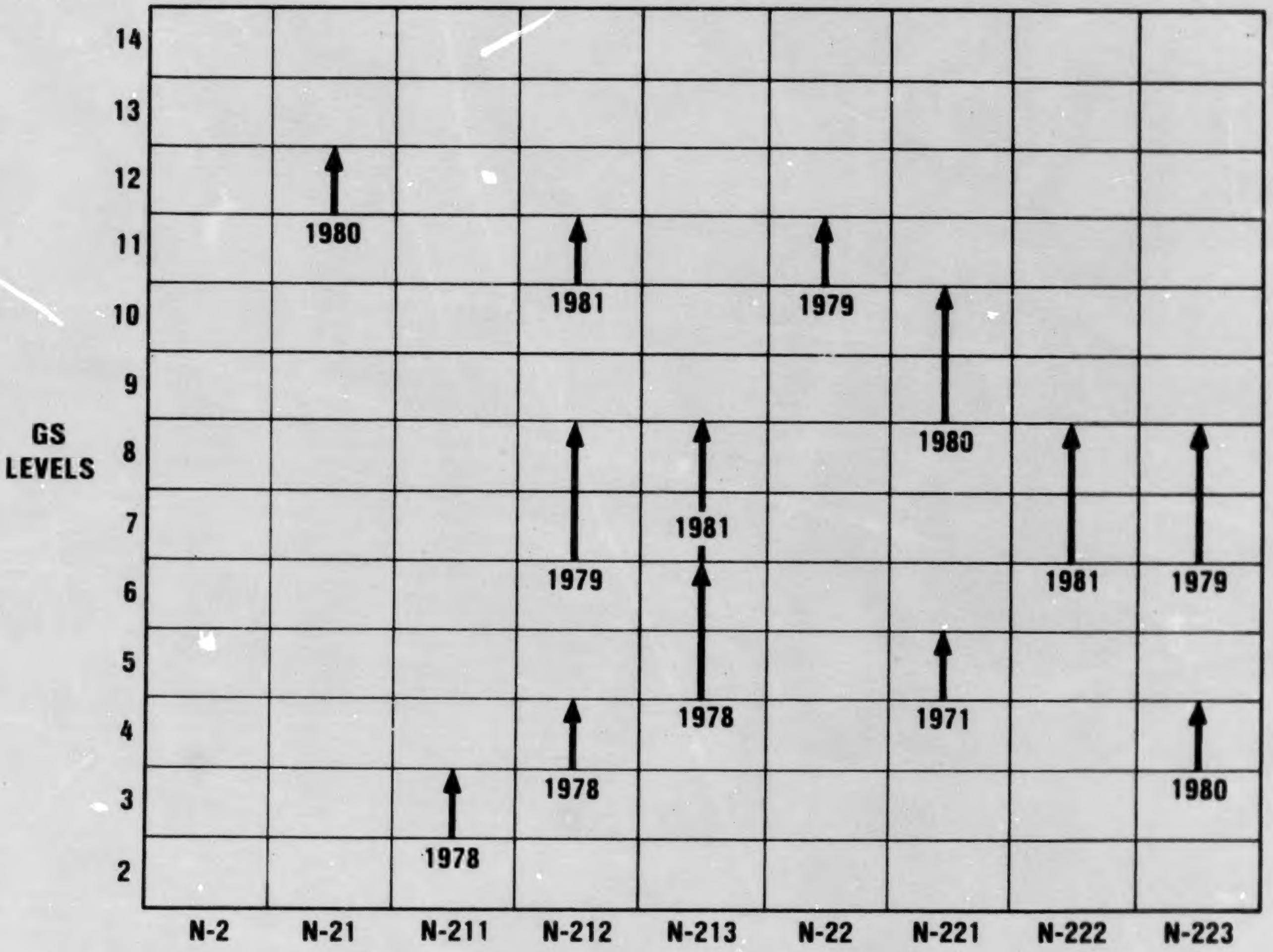


Figure A-13-2. Career Development-Promotions Inter-Division/Branch

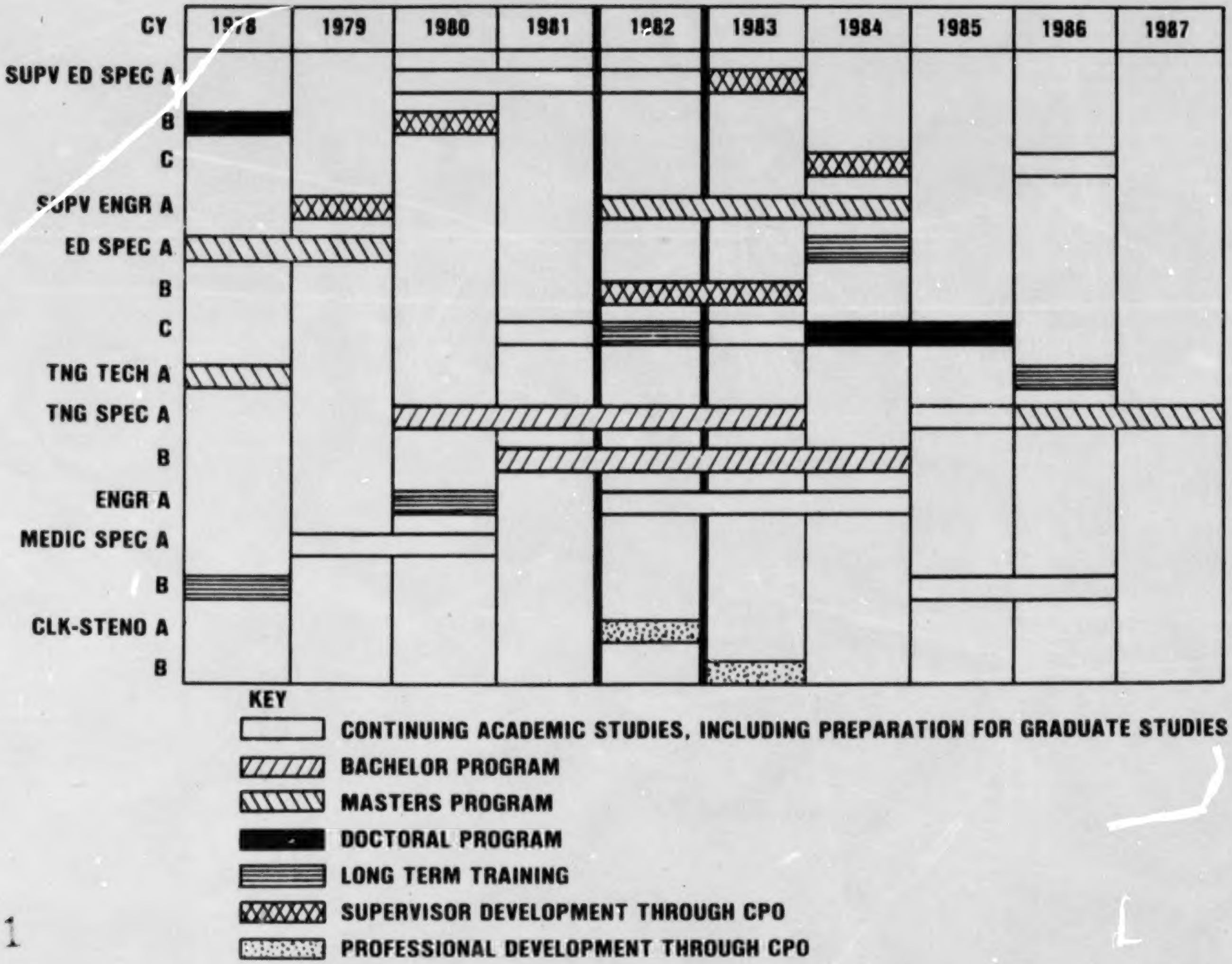
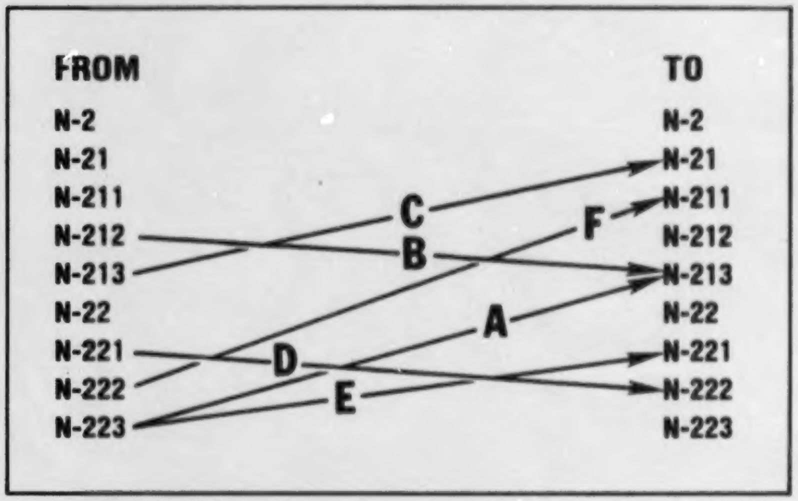


Figure A-13-3. Career Development-Historical and Long-Range Training Plan, Status for FY 1982


FROM
N-2
N-21
N-211
N-212
N-213
N-22
N-221
N-222
N-223
TO
N-2
N-21
N-211
N-212
N-213
N-22
N-221
N-222
N-223
A
B
C
D
E
F

KEY:

A. TRAINING INSTRUCTION GS-11 TO EDUCATION SPECIALIST GS-11
B. TRAINING SPECIALIST GS-12 TO EDUCATION SPECIALIST GS-12
C. EDUCATION SPECIALIST GS-12 TO SUPERVISORY EDUCATION SPECIALIST GS-13
D. TRAINING INSTRUCTOR GS-07 TO TECHNICAL MANUAL WRITER GS-09
E. EDUCATION SPECIALIST INTERN GS-05 TO EDUCATION SPECIALIST INTERN GS-05
F. TRAINING TECHNICIAN GS-09 TO EDUCATION SPECIALIST GS-11

Figure A-13-4. Career Development-Transfers Inter-Department/Division/Branch and Other

ANNEX 14

SAMPLE TOPICS FOR DISCUSSION WITH SENIOR LEVEL MANAGERS AND LEAD EDUCATION SPECIALISTS

SAMPLE TOPICS FOR DISCUSSION WITH SENIOR LEVEL MANAGERS AND LEAD EDUCATION SPECIALISTS

- In the area of EEO/AAP, present the overall Navy (SECNAV/CNO/CNET) concerns. This would be the "Big Picture."
    - How are we doing in the area for the education specialists.
    - Effort by the NAVEDTRACOM to improve the EEO profile.
- Trends in the expansion of the Navy and its impact on the NAVEDTRACOM in the next decade.
- The role of the education specialist within NAVEDTRACOM in the next decade.
    - How can the education specialist prepare himself or herself to meet the challenge.
    - How can the education specialist understand the needs of the fleet.
- Trends in education technology that will impact on the NAVEDTRACOM in the next decade.
- Education specialist career growth (upward) and career development.
- The utilization of the CPO/DEEO in assisting in recruiting.
- The importance of the annual activity training needs and the implementation as part of career development.
    - The need for an Individual Development Plan (IDP).
    - Utilization of CPO to assist the activity and individual.
    - Role of management in development of IDP.
    - Role of management in development of activity training needs.
- Need for recruiting plan by the activity.
    - NAVEDTRACOM support for the FEORP.
    - FEORP recruiting.

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